

Investing in Our Communities: Strategies for Immigrant Integration



Publisher

GRANTMAKERS
CONCERNED WITH
IMMIGRANTS AND REFUGEES

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A TOOLKIT FOR GRANTMAKERS

ABOUT GRANTMAKERS CONCERNED WITH IMMIGRANTS AND REFUGEES

Grantmakers Concerned with Immigrants and Refugees (GCIR) seeks to move the philanthropic field to advance the contributions and address the needs of the world's growing and increasingly diverse immigrant and refugee populations. With a core focus on the United States, GCIR provides grantmakers with opportunities for learning, networking, and collaboration. Our information resources aim to:

- Enhance philanthropy's awareness of issues affecting immigrants and refugees.
- Deepen the field's understanding of how these issues are integral to community building in today's dynamic social, economic, and political environment.
- Increase philanthropic support for both broad and immigrant/refugee-focused strategies that benefit newcomer populations and strengthen society as a whole.
- A one-stop center for high-quality electronic and printed resources, including in-depth issue reports that help funders quickly grasp the substance of specific topic areas and learn about proven grantmaking strategies.
- Substantive opportunities to learn about emerging trends and to share experiences and strategies through member-driven national and regional programs, learning circles, and national convenings.
- Technical assistance and consultation to members wishing to incorporate immigrant and refugee issues into their portfolios or seeking to expand or redirect their immigrant-related grantmaking.

Given immigrants' growing numbers and their expanding role in the economic, social, and cultural life of nations across the globe, GCIR has become an invaluable resource to many foundations, whether they have immigrant-specific funding initiatives or wish to incorporate the immigrant and refugee dimension into their core grantmaking programs.

GCIR provides members the opportunity to connect with diverse colleagues, build new skills, increase knowledge, and become part of a dynamic movement to fully integrate immigrants into U.S. society through:

In 2005, more than 1,500 grantmakers took advantage of our information resources and another 1,000 participated in our programs.

For more information, visit www.gcir.org or contact the GCIR office at info@gcir.org or 707.824.4374.

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Look for this symbol for references to the enclosed DVD in the inside back page pocket.

ABOUT THE TOOLKIT

OVERVIEW

Grantmakers Concerned with Immigrants and Refugees (GCIR) is pleased to present “Investing in Our Communities: Strategies for Immigrant Integration.” The introduction of this toolkit is especially timely, given the heated national debate on immigration policy reform that spurred the activism of millions of immigrants and their supporters in 2006. But regardless of immigration politics and any changes in U.S. immigration

laws, demographic, economic, and social forces will continue to bring immigrants of all backgrounds to

our communities, and their integration into and impact on our society will remain a major issue that warrants philanthropic attention, now and in the foreseeable future.

Increasingly, foundations across the country are recognizing that their grant-making strategies must respond to the needs and contributions of immigrants. As our nation’s demography continues to diversify, GCIR firmly believes that an intentional focus on immigrant integration—particularly broad-based efforts that are multi-ethnic, multi-sector, and multi-strategy in approach—holds strategic promise to strengthen both individual communities and the country as a whole.

Built on extensive research and interviews with foundation, community, business, and government leaders, this multimedia toolkit seeks to inform the development of program, policy, and grantmaking strategies to promote immigrant integration. It also aims to help foundations, regardless of their funding priorities and geographic focus, understand the vital importance of supporting efforts that weave newcomers into the fabric of our society.

This toolkit seeks to catalyze inquiry, exploration, and action to promote effective integration programs and policies.

The toolkit includes a wide range of resources to meet the information needs of diverse foundations, from those new to immigrant-related issues and seeking points of entry to those with extensive experience but looking for fresh ideas to advance their work in this field. We hope the toolkit is an equally informative resource to both foundations working in emerging immigrant destinations and those funding in traditional immigrant gateways. Because successful integration requires the involvement of multiple stakeholders, the toolkit is also designed to inform and strengthen the work of diverse practitioners in the nonprofit, public, and private sectors.

GCIR envisions this publication not as an end in itself but as a tool to engage multiple stakeholder groups and facilitate ongoing discussions within institutions and communities. We want the toolkit to catalyze inquiry, exploration, and action to promote effective integration programs and policies across the United States and beyond. We invite you to peruse the following pages and consider the role you and your institution can play to build strong, cohesive communities through immigrant integration.



Courtesy of the Library of Congress

Italian immigrant family at Ellis Island, circa 1910.

ORGANIZATION OF THE TOOLKIT

To help the reader maximize the use of the vast amount of information and resources, we have organized the toolkit in six distinct sections:

• **Executive Summary.** This section provides an overview of the historical and contemporary context for integration and summarizes GCIR's Immigrant Integration Framework. Most significantly, it offers a set of concrete recommendations to guide philanthropic investment in immigrant integration activities.

• **Historical Context and Contemporary Imperatives.** This section offers a brief historical perspective on immigrant integration and discusses the demographic, economic, and social imperatives that drive the need for integration today. It also examines critical topics such as the rise in the undocumented population and the role of race in immigration and immigrant integration.

We invite you to use GCIR as a resource and to tell us what you're learning and whether and how these toolkit resources are making a difference.

• **GCIR's Immigrant Integration Framework.** This section defines the concept of immigrant integration and identifies pathways to and benefits of integration. It discusses the important interrelationships among distinct issue areas and establishes the framework as a helpful tool for funders and other stakeholders with particular issue interests. The section also offers basic guidance on evaluating immigrant integration efforts.

• **Promising Practices in Immigrant Integration.** Organized along GCIR's pathways for integration, this section compiles program and policy models that hold considerable promise to promote immigrant integration at the local, state, and regional levels. It also offers indicators of success and measurable outcomes that can be used to evaluate and demonstrate achievement, as well as improve immigrant integration strategies.

The section profiles promising practices to address immigrants' needs and facilitate their contributions. These practices are drawn from both established immigrant gateways and newer immigrant destinations, primarily in the United

States. The reader will find models of varying scale, scope, stage of implementation, population and geographic focus, race and ethnicity, level of philanthropic investment, among many other factors. Consistent with GCIR's Immigrant Integration Framework, this section highlights models that are multi-ethnic, multi-sector, and multi-strategy in approach, particularly those that engage both newcomer and native-born residents.

Unable to include every exemplary approach and organization, this section identifies basic principles and components of promising practices that can be applied to and replicated in other settings to promote immigration integration.

• **Films about the Experiences of Newcomers in America.** This filmography provides a listing of recent documentary films that put a human face on complex immigration issues. They bring today's rich and varied immigrant integration experiences to life and illustrate the human consequences of policy decisions in a way that statistics and words alone cannot do.

• **Additional Resources.** Resources include an overview of U.S. immigration history, a selection of fast facts on immigration and immigrant integration, a glossary of terms, and an annotated listing of recommended readings for those who wish to dig more deeply. The DVD-ROM in the toolkit back-cover pocket contains film clips and other resources to help the reader engage foundation colleagues and other stakeholders in productive discussions on immigrant integration.

The reader should note that the policy environment was highly volatile during the production of this toolkit. Some of the information, particularly relating to immigration reform, will surely be outdated by the publication date. But the need for immigrant integration remains vital despite the ebbs and flows of policy and politics, and we believe the toolkit's core content will have a lengthy shelf life.



AN INVITATION

GCIR hopes that our Immigrant Integration Framework and the promising practices and resources in this toolkit will inform your work and inspire you to explore a new or expanded role in supporting immigrant integration efforts within your funding priorities and communities.

As you consider immigrant integration issues within your foundation, let us know how the GCIR network can help inform your discussions and deliberations. Our staff and consultants have in-depth knowledge and expertise to support your work. At the most basic level, we can provide additional information resources, serve as a sounding board, organize funder briefings, and connect you to colleagues with similar funding interests. For those interested in a higher level of service, we can conduct research, help prepare board memos and presentations, and offer customized consultation to meet the specific needs of your foundation.

In addition to letting us know how we can help, we invite you to tell us what you're learning and whether and how these toolkit resources are making a difference in your grantmaking and in your communities. We also invite you to contribute promising practices and other resources; we'll make them available to the field via our website, electronic newsletters, and *New Americans* publication.

We welcome your questions, concerns, ideas, and suggestions and look forward to being both a resource to and a partner in your immigrant-related grantmaking.

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Taryn Higashi
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As you consider immigrant integration issues within your foundation, let us know how the GCIR network can help inform your discussions and deliberations.

ACKNOWLEDGMENTS

A project of this scope would not have been possible without solid foundation support; a team of talented thinkers, researchers, writers, editors, and designers; and wonderful colleagues who provided insightful guidance and unwavering support.

First and foremost, GCIR gratefully acknowledges the project funders for their financial support and for their confidence in our ability to produce a resource that would inform and strengthen the field.

We wish to thank the Annie E. Casey Foundation and the Ford Foundation, both longtime institutional supporters of GCIR, for their early investment. Their grants gave us the time needed to fully explore the issues and to conduct much-needed research, and their thoughtful questions helped us conceptualize a strong framework for immigrant integration.

We are grateful to Carnegie Corporation of New York, Evelyn & Walter Haas, Jr. Fund, Hyams Foundation, John S. and James L. Knight Foundation, The California Endowment, The California Wellness Foundation, Unitarian Universalist Veatch Program at Shelter Rock, and Zellerbach Family Foundation. Not only did these foundations provide financial support; they also shared their expertise and directed us to organizations engaged in effective integration work across the United States.

With a small core staff, GCIR relies considerably on outside expertise for our publication projects. Susan Drake, former longtime executive director of the National Immigration Law Center, conducted extensive research, including interviews and literature review, to ensure that the framework we developed draws upon the latest thinking and theoretical constructs in the field. Her health, immigration, and public benefits expertise significantly strengthened the toolkit.

Ted Wang, a highly regarded consultant most recently with Chinese for Affirmative Action/Center for Asian American Advocacy, took the lead in researching

and writing the promising practices in language, education, health and well-being, economic mobility, and equal treatment and opportunity. We are indebted to Ted for his invaluable contribution; the toolkit has much greater depth and breadth because of his work.

Craig McGarvey, a well-respected consultant formerly with the James Irvine Foundation, was the point person on the promising practices in community-wide planning and civic participation and contributed to the section on social and cultural interaction. We extend our appreciation to Craig for his critical role on the team and for his moral support throughout the project.

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Michael Kay, a former intern and a regular contributor to *New Americans*, provided invaluable editing assistance on a number of case studies and promising practices. His work helped improve the toolkit's clarity and accessibility, particularly for readers who are not immersed in immigration and immigrant integration issues.

As production came down to the wire, Rachel Kahn and Ming Leung also took on editing assignments. Amanda Kellett, a former GCIR staff member with an eye for details, provided critical proofreading assistance. Amanda, Rachel, and Ming helped us meet a very tight timeline, but more importantly, their contributions made the toolkit a more readable, user-friendly resource.

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Bryan Rhodes, our executive assistant and office manager, spent countless hours researching photographs, conducting fact checks, and providing research and administrative support. Alison De Lucca, our program director, conducted focus groups on immigrant integration in new gateway states. She also took charge of programmatic matters, as other organizational resources were directed toward toolkit production. Alison and Bryan are

consummate professionals and amazing colleagues, and GCIR is lucky to have them on our staff. This project would not have been possible without their hard work, patience, and support, especially during the final three months of production.

GCIR's incredible board members have our gratitude for their guidance, ideas, push-back, and encouragement throughout the project. A roll-up-your-sleeves board, they helped with every aspect of the toolkit, including framing key integration issues, sharing their resources and contacts, organizing focus groups, reviewing various drafts, editing sections that draw on their expertise, and screening film clips for the DVD-ROM. Their contributions were much appreciated.

Sharon Bouton, our graphic designer, made the toolkit an inviting resource, no easy task given its complexity and substantial girth. Axie Breen, Caroline Prado, and Matt Bail assisted with production and added design touches of their own. We convey our deepest thanks to these talented designers and production artists—as well as Barlow Printing, a small family-owned business—for their hard work in getting the toolkit completed in time for release at our June 2006 national convening.

Last but certainly not least, we thank the dozens of organizers, advocates, service providers, researchers, community leaders, government officials, and funders who generously shared with us their time, knowledge, expertise, and insights. Without them, there would be no toolkit. Whether or not their organizations are featured in these pages, the overall conceptualization of the toolkit was certainly informed and strengthened by their input. We are inspired by their hard work, ingenuity, and steadfast commitment to helping immigrants become fully contributing members of society. We hope you will be inspired, too.

Daranee Petsod
GCIR Executive Director
June 2006

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HISTORICAL CONTEXT

Immigration is an enduring hallmark of the United States, helping drive economic growth and defining national identity since the country's founding.

Although the United States has benefited greatly from immigration, it has always been fundamentally ambivalent about newcomers and their role in society. This ambivalence has created

The hard work and aspirations of people from diverse backgrounds have made America the land of opportunity: a nation renowned for self-reliance, freedom, and democracy.

formidable challenges for immigrants throughout the course of U.S. history, whether they hail from Europe, Africa, Asia, Latin America, or the Middle East.

Nevertheless, the majority of immigrants across the generations—overcoming poverty, discrimination, and other barriers to integration—have successfully pursued the American Dream, bettered their lives and those of their children, and enriched American society in the process. Similarly, other groups, such as Native Americans and African-Americans, have endured enormous hardships and have contributed significantly to the nation's prosperity. The hard work and aspirations of people from diverse backgrounds have made America the land of opportunity: a nation renowned for self-reliance, freedom, and democracy.

CONTEMPORARY IMPERATIVES

Today, as in the past, immigrants continue to play a vital role in our society. As native birth rates continue to decline and as the Baby Boom generation begins to retire, immigrants and their children—as workers, taxpayers, consumers, and entrepreneurs—will become even more critical to U.S. economic vitality and global competitiveness.

Many American communities are increasingly recognizing that immigrants, regardless of their immigration status, are vital to local economies and are part of the social and cultural fabric.

Many American communities are increasingly recognizing that immigrants, regardless of their immigration status, are vital to local economies and are part of the social and cultural fabric. Together with longtime residents, newcomers can contribute to community problem solving and help address long-standing social issues like poverty and racial inequities. Efforts to integrate

immigrants can strengthen our society as a whole.

The unprecedented level of migration around the world, the high volume of immigration to the United States, and immigrants' expanding role in American society create strong imperatives for immigrant integration. To continue

thriving as a nation, the United States must be intentional about weaving newcomers into the fabric of society and

creating opportunities for them to work with native-born residents on shared goals and interests. How well we integrate immigrants and provide opportunities for all community members has far-reaching implications for—and is inextricable from—our current and future vitality.

THE USE OF "IMMIGRANT" AND "NEWCOMER" IN THIS REPORT

This report uses "immigrant" and "newcomer" to generally describe a foreign-born person living in the United States, regardless of their immigration status or whether they have become U.S. citizens.

GCIR'S IMMIGRANT INTEGRATION FRAMEWORK

DEFINITION

GCIR defines immigrant integration as a dynamic, two-way process in which newcomers and the receiving society work together to build secure, vibrant, and cohesive communities. We utilize the term “integration” rather than “assimilation” to emphasize respect for and incorporation of differences, the importance of mutual adaptation, and an appreciation of diversity.

As an intentional effort, immigrant integration engages and transforms all community stakeholders, reaping shared benefits and creating a new whole that is greater than the sum of its parts. Mutual responsibility and benefits, multi-sector involvement, and multi-strategy approach are the cornerstones of GCIR's Immigrant Integration Framework.

As an intentional effort, immigrant integration engages and transforms all community stakeholders, reaping shared benefits and creating a new whole that is greater than the sum of its parts.

The actions immigrants take, the resources they possess, and the reception and supports they receive from the host community are key determinants of successful integration. The engagement of all stakeholders in the newcomer and receiving communities, as well as those who bridge the two, is also critical to the integration process. All sectors of society—including government, nonprofit, business, labor, faith, and philanthropy—have a self-interested stake in promoting immigrant integration.

“Our nation's immigration policy must be consistent with humanitarian values and with the need to treat all individuals with respect and dignity.... Problems with the immigration system cannot be resolved without looking at the larger economic needs... such as the creation of job training programs and small business programs, as well as federal education assistance so that all Americans can have enhanced opportunities.”

—Bruce S. Gordon
President & CEO, NAACP, 2006

SIX PATHWAYS

GCIR's Immigrant Integration Framework identifies six strategic pathways through which immigrants and the receiving community can work together to provide resources and opportunities and leverage the human capital that immigrants bring:

- Communitywide planning.
- Language and education.
- Health, well-being, and economic mobility.
- Equal treatment and opportunity.
- Social and cultural interaction.
- Civic participation and citizenship.

These pathways serve both as a tool for facilitating integration and as a means to assess whether integration is taking place successfully. They interact dynamically, each with the power to reinforce or weaken progress in the other areas. For example, language and education are highly correlated with economic mobility but are also a determining factor in health care access, citizenship and civic participation, and interaction with native-born residents. Similarly, unequal treatment can threaten not only economic mobility but also immigrants' ability to access critically needed services and to participate in democracy.

Immigrant integration as a framework holds considerable promise to guide the development of program, policy, and funding priorities to build a stronger, more cohesive society to benefit all members. To reap the full benefits of integration, however, U.S. society must invest in building a system to welcome immigrants, support their integration into the social and economic fabric, and value their cultural and linguistic diversity. Any investment in immigrant integration, however, should be made as part of broader community-building efforts. In so doing, our nation can live up to its reputation as the land of opportunity where people of all color, cultural background, and walks of life can put down roots and build a shared community together, now and in the future.

Immigrant Integration: A Framework to Strengthen Community

DEFINITION: Immigrant integration is a dynamic, two-way process in which newcomers and the receiving society work together to build secure, vibrant, and cohesive communities. As an intentional effort, integration engages and transforms all community members, reaping shared benefits and creating a new whole that is greater than the sum of its parts. Mutual responsibility, multi-sector involvement, and multi-strategy approach are the cornerstones of GCIR's Immigrant Integration Framework. These elements are critical to any effort to weave newcomers into the fabric of our communities.

Why Now: The Imperatives for Integration

The confluence of demographic, economic, social, and political factors creates imperatives for immigrant integration. To continue thriving as a nation, the United States must be intentional about weaving newcomers into the fabric of society. How well we integrate immigrants and provide opportunities for all members has far-reaching implications for—and is inextricable from—our current and future vitality.

DEMOGRAPHIC

- **Global migration is a growing phenomenon that shows no signs of abating.** This trend has enormous implications for the United States as a top migrant-receiving country.
- **Growth, diversity, and dispersion of newcomer populations create opportunities** to address longstanding social issues, improve racial and ethnic equity and cohesion, and strengthen our democratic traditions.

ECONOMIC

- **Current and future U.S. economic growth and stability depend on immigrants** who help address labor market shortages, revitalize declining urban and rural communities, and expand U.S. global competitiveness.
- **Immigrants and their children—as workers, taxpayers, consumers, and entrepreneurs—will become even more critical to U.S. economic vitality,** as native birth rates continue to decline and as the Baby Boom generation begins to retire.

SOCIAL & CIVIC

- **Policies intended to affect only immigrants have a direct impact on many American families and communities** because 85 percent of immigrant families have mixed immigration status and 75 percent of children of immigrants are U.S. citizens.
- **Policy changes in the past decade erode core American values and affect the ability of immigrants to integrate** by curtailing their civil rights and limiting their eligibility for publicly funded health and social services.

Pathways to Integration

Through these six strategic pathways, all stakeholders can work together to leverage immigrants' human capital to the benefit of our entire society. Immigrant integration efforts can draw upon myriad strategies from organizing and advocacy to research and communications.

NEWCOMER COMMUNITY ↔ RECEIVING COMMUNITY

Communitywide Planning

Intentional and inclusive planning allows newcomers and longtime residents to work together to facilitate immigrant integration and promote overall safety, health, and well-being of communities.

Seek opportunities to participate actively in ↔ Systematically engage newcomers in community planning efforts

Language & Education

Eliminating language barriers, promoting English proficiency, and providing education opportunities are key to successful integration.

Learn English while maintaining ↔ Offer quality English classes; native language ensure language access

Utilize and support school system ↔ Provide equitable access to quality education

Health, Well-being, & Economic Mobility

Programs that promote health, well-being and economic mobility are essential to helping immigrants establish a foothold and to strengthening the broader community.

Be self-sufficient and support family ↔ Provide services that support self-sufficiency, e.g., job training, health care, housing

Contribute to the economy by working, ↔ Offer access to training opportunities, living-wage paying taxes, and starting new businesses jobs, and support for entrepreneurship

Equal Treatment & Opportunity

Fair laws and policies are critical building blocks for successful integration.

Be responsible, contributing community ↔ Enact and enforce laws that promote equal treatment and opportunity and provide resources to protect newcomers' rights, e.g., legal assistance and opportunity for all

Social & Cultural Interaction

Such interaction fosters understanding, creates a sense of belonging, and facilitates mutual engagement.

Adapt to a new culture without losing identity ↔ Learn about and respect diverse cultures

Engage with longtime residents ↔ Engage with newcomers to find common ground to find common ground

Citizenship & Civic Participation

Opportunities for newcomers to participate in civic life are vital to integration.

Commit to new community, learn about civic ↔ Promote citizenship, opportunities for community participation, and right to organize processes, engage in life of broader community

Benefits of Integration

Through strong leadership by and collaboration among all stakeholder groups, including philanthropy, immigrant integration holds the potential to create:

- **A vibrant, cohesive society shared** and valued by established and newcomer residents of different experiences, histories, ethnicities, and backgrounds.
- **The revitalization of declining communities** through the contributions of immigrant families working in tandem with their native-born neighbors.
- **Stronger communities with the ability to meet wide-ranging needs:** address racial, ethnic, and economic diversity; and enrich the social and cultural fabric of our society.
- **Increased productivity and a robust economy** through an expanded base of workers, consumers, taxpayers, and entrepreneurs.
- **Global competitiveness** through a multi-lingual, multi-cultural workforce.
- **A more vibrant democracy** in which all groups are accepted as equal members of society with the opportunity—and responsibility—to engage and contribute to the common good.
- **A more secure America** where all members of society—regardless of race, national origin, or socio-economic status—live in dignity and equality.

BENEFITS OF INTEGRATION

The potential benefits of successful immigrant integration to the broader society are significant:

- A vibrant, cohesive society shared and valued by established and newcomer residents of different experiences, histories, ethnicities, and backgrounds.
- Revitalization of declining communities through the contributions of immigrant families working in tandem with their native-born neighbors.
- Stronger communities with the ability to meet wide-ranging needs; address racial, ethnic, and economic diversity; and enrich the social and cultural fabric of our society.
- Increased productivity and a robust economy through an expanded base of workers, consumers, taxpayers, and entrepreneurs.
- Global competitiveness through a multi-lingual, multi-cultural workforce.
- A more vibrant democracy in which all groups are accepted as equal members of society with the opportunity—and responsibility—to engage and contribute to the common good.
- A more secure America where all members of society—regardless of race, national origin, or socio-economic status—live in dignity and equality.

“The Chamber strongly supports immigration and believes that immigrants are a driving force in our economy, both filling and creating jobs. They are also our best hope to curb chronic American labor shortages.”

**—Thomas J. Donohue
President & CEO
U.S. Chamber of Commerce,
which represents over three
million businesses**

ROLE FOR PHILANTHROPY

The successful integration of immigrants in the early twentieth century was shaped significantly by U.S. philanthropy, which played a leadership role, along with social reformers and others, to build public libraries, reform school systems, and enact health and workplace safety laws. In large part, these and other reform measures sought to help cushion immigrants from crushing urban poverty and to facilitate their move up in U.S. society.

In one of the most well-known examples, steel magnate Andrew Carnegie founded nearly 1,700 public libraries—the backbone of the U.S. public library infrastructure—so that children with no access to formal schooling could educate themselves and advance, as he, an impoverished Scottish immigrant, had done.

More than a century later, U.S. philanthropy is in a strong and unique position to respond to the demographic, economic, and social imperatives of immigrant integration. Foundations can consider a range of grantmaking strategies depending on their funding approaches, issue priorities, geographic focus, and goals. By incorporating immigrants into their grantmaking priorities, they can draw upon myriad strategies for community building and social change that philanthropy has long supported. These strategies include but are not limited to: direct services, capacity building, community outreach and education, leadership development, organizing, advocacy, legal assistance, research, policy analysis, communications, media, and litigation.

Regardless of strategies, foundations should link their investment in immigration integration with efforts to address longstanding community issues such as poverty, education, employment, and neighborhood safety. This approach, which emphasizes shared concerns and positions newcomers as part of the solution, will help increase racial and ethnic equity and enhance community cohesion.

“The Zellerbach Family Foundation’s commitment to immigrant integration isn’t only based on humanitarian ideals. It is based on a reasoned approach to building strong, inclusive communities. Guided by a board composed of experienced business and community leaders, the Foundation believes that having large numbers of community residents living on the margins can act as a weak link in community-building efforts, and that investing in the integration of low-income immigrants ends up improving the quality of life for all of us.”

**—Lina Avidan, Program Executive
Zellerbach Family Foundation
San Francisco, CA**

IMMIGRANT INTEGRATION FUNDING RECOMMENDATIONS

1. PIONEER IMMIGRANT INTEGRATION POLICIES

The United States has no national immigrant integration policies, and developing such policies is a long-term goal that merits philanthropic support. In the meantime, a great deal can be done at the state and local levels to facilitate the successful integration of newcomers and encourage their informed and widespread participation in community life.

Foundations are in a unique position to take leadership in initiating and investing in communitywide planning efforts to develop and implement immigrant integration policies. Such efforts are vital to facilitating the integration of newcomers and to strengthening the fabric of our society. Ideally, communitywide planning should be multi-sector, multi-strategy, and multi-ethnic in nature. They should also encompass one or more of the six pathways in GCIR's Immigrant Integration Framework; build on the promising practices featured in this toolkit; and have solid evaluation and dissemination components.

Philanthropy can—and should—play a pivotal role to shape a vision for a vibrant, cohesive society that is shared and valued by all of its members, regardless of their ethnicity, national origin, or socioeconomic status. This section provides foundations with big-picture recommendations to promote successful immigrant integration in ways that strengthen our broader society. GCIR invites you to review the “Promising Practices in Immigrant Integration” section of this toolkit for specific recommendations on grantmaking strategies for each of the six pathways in our Immigrant Integration Framework.

2. PROMOTE SELF-SUFFICIENCY

To help immigrant families achieve self-sufficiency and contribute fully to their communities, foundations can support a wide range of programs including: English classes, education, job training, health care, child care, affordable housing,

financial education, access to credit, legal services, among many others. Effective programs are culturally and linguistically competent, well publicized, and trusted by the community (e.g., immigrants know that using such programs will not have negative immigration consequences for themselves or their family members).

In addition to funding these programs directly, foundations can support research, advocacy, organizing, and communications capacity so that the funding and design of government programs (e.g., safety-net benefits like Medicaid) and systems (e.g., public schools and community colleges) that promote self-sufficiency actually meet the needs of immigrant communities.

3. FACILITATE UPWARD MOBILITY

Despite their crucial role in the U.S. economy, many immigrants face enormous challenges in achieving economic stability. Foundations can support a number of strategies to address these challenges and create pathways toward upward mobility for immigrant families through funding in the areas of education, employment, financial services, and entrepreneurship.

Education. The quality of public education significantly defines the ability of children of immigrants to realize their full potential. Grantmakers can support efforts to increase the availability of early childhood education; improve and expand educational programs for English language learners; increase the involvement of immigrant parents; monitor the impact of No Child Left Behind on immigrant students; provide mentoring, counseling, and other educational supports; expose immigrant students to career and higher-education opportunities; and create pathways to pursue post-secondary education.

Employment. Grantmakers can fund programs that help low-skill workers improve English proficiency, increase educational level or vocational skills, and address workplace discrimination and mistreatment. Funders can also support efforts to help immigrants with foreign credentials and work experience secure employment in their professions. In addition, foundations seeking systemic change can invest in living-wage campaigns and other forms of worker organizing, including union organizing, to improve wages, benefits, and working conditions for low-wage workers. Partnerships with worker centers, unions, employers, community colleges, advocacy groups, and others can help increase the impact of these efforts.

Financial services. Foundations can increase the availability of affordable financial services to facilitate economic integration. Newcomers can benefit from education on topics such as financial planning, budgeting, and saving for homeownership, college, or other major-ticket expenses. Also important is educating immigrants on predatory lenders and lending practices, as well as services available from banks and other mainstream financial institutions. Services to help working-poor immigrant families apply for the Earned Income Tax Credit and the Child Care Tax Credit can help promote economic stability.

Entrepreneurship. Foundations can support entrepreneurship opportunities for newcomers, helping them access credit and other resources, conduct market analysis and research, assess financial risks, develop successful business plans, and pool skills and resources. Well-planned small businesses and cooperative enterprises can create a pathway to economic mobility for some immigrants.

4. ENSURE EQUAL TREATMENT AND OPPORTUNITY

True opportunity is not possible without equal treatment for all members of society. U.S. laws and policies need to address barriers to integration, such as workplace exploitation, housing discrimination, and restrictions on immigrants' access to resources such as health, social services, banking, and credit. Policies that impede immigrants' ability to integrate also harm the broader society. For example, the exploitation of immigrant workers depresses wages, deteriorates work conditions, and compromises the well-being of all workers. Funders can support community education, legal assistance, organizing, advocacy, litigation, research, and other activities to ensure equal treatment and opportunity for immigrants and other affected groups.

5. SUPPORT FAIR AND HUMANE IMMIGRATION POLICIES

An immigration system that embodies the American values of fairness, equality, and opportunity is essential to promoting immigrant integration. Such a system advances U.S. social and economic interests and protects civil rights while enhancing national security. Depending on their priorities, foundations can support efforts to develop and advocate for various changes and improvements in immigration policies including workable legal channels to meet current and future labor-market demands, provisions to protect all workers from exploitation and abuse, a humane and effective immigration enforcement program, expedited processing of family immigration visas, and promotion of naturalization and civic participation.

Given the complexity, scale, and political volatility of the U.S. immigration system, long-term funding for ongoing advocacy and monitoring of policy development and implementation will be needed to ensure that the rights of immigrants—and the broader interests of the community—are protected. Funding for a broad-based, nationally coordinated effort to do so will be crucial. Community education and outreach, legal assistance, documentation, research, and litigation are also important activities to support.

6. BUILD SOCIAL AND CULTURAL BRIDGES

Social and cultural interaction is critically important to foster understanding, build trusting relationships, and lay the foundation for mutual engagement. Such interaction often can make or break the integration experience, either erecting roadblocks or paving a path towards integration.

To build social and cultural bridges, funders can support arts and humanities, cultural production and performance, and civic participation activities that emphasize interaction among immigrants and between immigrants and native-born residents. Forums to educate newcomer and receiving communities about one another's cultures, histories, and concerns are also valuable, particularly in newer immigrant destinations unaccustomed to linguistic and cultural differences but also in traditional immigrant strongholds. These activities help newcomer and longtime residents appreciate differences and find common ground.

7. EXPAND IMMIGRANT PARTICIPATION

The millions of immigrants who participated in rallies, marches, and demonstrations in 2006 clearly illustrate newcomer communities' deep interest in civic life and their commitment to building a future in the United States. Tapping into this groundswell of activism, foundations can support activities such as leadership development, organizing campaigns, naturalization, and non-partisan voter education and registration. Civic education is important to teach newcomers about local institutions and how laws are made; it also gives immigrants the tools they need to participate effectively in local decision-making processes. In funding immigrant participation, funders should pay particular attention to efforts that engage young people and that allow newcomers and established residents, particularly people of color and low-income groups, to work together on issues of common interest.

8. BOLSTER ORGANIZATIONAL CAPACITY

Local, regional, and national immigrant organizations—and the coalitions and networks that link them together—do a tremendous amount of work with relatively few resources. Capacity-building grants can help these groups strengthen their organizational infrastructure and effectiveness, positioning them to have greater impact to the benefit of both newcomers and the receiving society.

In addition to the standard menu of capacity-building training, from fundraising to board development and financial management, immigrant organizations can be strengthened by training in communications, leadership development, action research, advocacy, and grassroots lobbying permissible by law. Building the capacity of these groups to work across lines of race and ethnicity is crucial, both in traditional immigrant strongholds with significant diversity and in newer gateway communities that are beginning to diversify.

9. STRENGTHEN MULTI-ETHNIC, MULTI-SECTOR ALLIANCES

Multi-ethnic and multi-sector alliances are vital to successful immigrant integration and effective community building. Philanthropy has long supported efforts that engage both immigrants and native-born, such as organizing and advocacy campaigns to increase access to health care for working families, address educational inequities, and improve wages and working conditions for all workers. Such funding to establish common ground between immigrant and native-born constituencies, regardless of the issues, can improve the well-being for all community members.

Equally important are grants that connect immigrant-based organizations with other strategic partners, such as civil rights groups, labor unions, professional associations, business interests, education systems, health providers, and faith-based organizations. Such grants can support coalition building and the development of partnerships and alliances, regular convenings, strategy sessions, and other activities that connect immigrant groups to broader efforts to improve opportunities for all members of society.

10. ENHANCE COMMUNICATIONS CAPACITY

Funding of communications activities is pivotal to creating openness to immigrant integration and policy reform measures that expand, instead of restrict, opportunities for newcomers and other communities that have mutual interests. Activities such as message development, framing, public-opinion research, and ethnic and mainstream media outreach can educate immigrants

about their rights and responsibilities, increase public understanding of the experiences of newcomers and their contributions to society, and inform debates on policy issues that can affect the well-being of immigrant families. Communications training for immigrant leaders and allies is also important to increase their effectiveness in the media and other public arenas. In addition, multi-lingual polling can ensure that immigrants' voices are heard in mainstream debates.

Given the volatility of immigration issues, funders can support the development of "rapid response" capacity to help immigrant groups get their viewpoints out to

At this historic crossroads, philanthropy can play a critical role in promoting the full integration of newcomers into our society. Philanthropic investment and leadership—combined with the vision and hard work of immigrant and allied organizations—will help ensure that America lives up to its heritage as the land of freedom and opportunity. The future vibrancy of our country is at stake.

the media and the general public in a timely manner. Those wishing to make a large investment can support paid campaigns in both print and electronic media. Communications efforts should take place at various levels, from the grassroots to inside the Beltway. Depending on their resources and desired level of impact, local and national funders have a range of options for investing in communications strategies.

THE HISTORICAL CONTEXT FOR INTEGRATION

Immigration is one of the United States' most distinguishing characteristics, helping drive economic growth and defining national identity since the country's founding. Immigrants across the generations have made America the land of opportunity: a nation that values self-reliance, freedom, and democracy and welcomes those willing to work hard for a better future.

Although the United States has a strong and unique heritage as a nation of immigrants, the integration of newcomers has always presented serious challenges for both the newcomers and the communities that receive them.

Historically, when Americans view the present and future with confidence and optimism, immigrants and the benefits they bring are valued and celebrated. But when faced with economic downturns, national-security concerns, and high-volume immigration, U.S. society often becomes less welcoming and even hostile to immigrants. Our national ambivalence about immigrants and their role in American society creates formidable barriers to immigrant integration and community cohesion.

"We are the land of opportunity. Our streets may not be paved with gold, but they are paved with the promise that men and women who live here—even strangers and newcomers—can rise as fast, as far as their skills will allow."

—Senator Edward M. Kennedy, D-MA, 1965

Yet immigrants and their descendants, throughout the course of U.S. history, have overcome these barriers and have made substantial contributions to our country. Indeed, the quintessential American narrative as a nation of immigrants derives its power from the many generations of newcomers who have successfully pursued the American Dream, bettered their lives and those of their children, and enriched American society in the process. Similarly, other groups, such as Native Americans and African-Americans, have contributed significantly to the nation's prosperity despite enduring enormous hardship.

At the dawn of the twenty-first century, the unprecedented level of migration around the world, the high volume of immigration to the United States, and immigrants' expanding role in American society create imperatives for immigrant integration. To continue thriving as a nation, we must be intentional about weaving newcomers into the fabric of society. How well we integrate immigrants and provide opportunities for all community members has far-reaching implications for—and is inextricable from—our current and future vitality.



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WHY NOW: THE IMPERATIVES FOR INTEGRATION

DVD

Watch the DVD

The New Americans: A Grandfather's Story

Native-born Americans rarely get to see how economic conditions compel many families to make the difficult decision to leave their homelands in search of a decent life. Listen in as a Mexican farmer explains to his young grandson about a once-fertile land that can no longer produce crops and a government that restricts water rights.

"This country has benefited immensely from the fact that we draw from people from all over the world. And the average immigrant comes from a less benign environment, and indeed that's the reason they've come here.

And I think they appreciate the benefits of this country more than those of us who were born here. And it shows in their entrepreneurship, their enterprise and their willingness to do the types of work that makes this economy function."

—Alan Greenspan, Chairman,
Federal Reserve Board, before
the House Financial Services
Committee, July 2001



Despite benefiting greatly from immigration since its founding, the United States has no national immigrant integration policies to help newcomers establish a foothold and become full members of society. Given current demographic, economic, and social realities, the development and implementation of such policies—and the widespread and informed involvement of newcomers in civic life—are essential to the future prosperity of American communities.

GLOBAL MIGRATION IS A GROWING PHENOMENON

The global migration phenomenon shows no signs of abating. An estimated 185 to 192 million people live outside their countries of birth, up from 82 million in 1970.¹ The quest for improved economic prospects is a prime driver of migration. Demographic imbalances also play a role: While the developed world's populations are shrinking and their average age is rising, the developing world is still young, and its population is growing. Meanwhile, internal conflicts and persecution based on ethnic, religious, or social grounds create millions of refugees. These global migration trends have a significant impact on the United States, which is home to 20 percent of the world's migrant population.

GROWTH, DIVERSITY, AND DISPERSION OF NEWCOMERS CREATE OPPORTUNITIES

The growth, diversity, and dispersion of newcomer populations create opportunities to address longstanding social issues, improve racial and ethnic equity and cohesion, and strengthen our democratic traditions.

- **The volume of immigrants to the United States is at an all-time high.**

As a result of global economic and political factors, the foreign-born population in the United States tripled in the past four decades and currently totals about 37 million or nearly 12 percent of the overall population.

By 2010, this figure is expected to increase to 43 million, or 13.5 percent of the total population.² By joining forces with native-born residents who share common concerns, immigrants can help move longstanding social issues like poverty and racial inequities to the forefront of the nation's public policy agenda.

- **Today's immigrants come from every corner of the globe.** Mexico (38 percent) and Latin America (20 percent) account for more than half of newcomers to the United States. The remainder comes from Asia (23 percent), Europe and Canada (12 percent), and Africa,

1. United Nations Population Division. 2003. *Trends in Total Migrant Stock: The 2003 Revision*. New York, NY: United Nations.

2. Capps, Randy, et al. 2005. *The New Demography of America's Schools: Immigration and the No Child Left Behind Act*. Washington, D.C.: Urban Institute. September.

HISTORICAL AND CONTEMPORARY IMMIGRATION: A SNAPSHOT

| KEY CHARACTERISTICS | EARLY 20TH CENTURY IMMIGRATION 1880-1914 | CONTEMPORARY IMMIGRATION 1965-PRESENT |
|---|--|---|
| New arrivals as percent of U.S. population | From 1900-1910, new arrivals equaled 11.6 percent of the population | From 1990-2000, new arrivals equaled 3.7 percent of the population |
| Total foreign-born as percent of U.S. population | 14.7 percent in 1910 | 12 percent in 2004 |
| Immigrants as percent of U.S. workforce | 24 percent in 1910 | 14.5 percent in 2004 |
| Percent of U.S.-citizen children living in immigrant families | 28 percent in 1910 | 20 percent in 2000 |
| Settlement patterns | Urban gateway cities in East and North, with smaller numbers in West | Traditional gateways, with new dispersion to suburbs; also high growth in the South, Mountain, and Plains states |
| Shift in the economy | From frontier to industrialization | From manufacturing to knowledge and service economy |
| Industries with high concentrations of immigrant workers | Mining, steel, and meatpacking | —Sciences, engineering, and medicine —Construction, services, meatpacking, and agriculture |
| Shift in countries of origin | In 1882, 87 percent from northern and western Europe By 1907, 81 percent from southern and eastern Europe | Before 1960, 66 percent of legal immigrants from Europe and Canada, 32 percent from Latin American and Asia By 2004, 12 percent from Europe and Canada, 81 percent from Latin America and Asia |

SOURCES:

Martin, Philip and Elizabeth Midgley. 2003. "Immigration: Shaping and Reshaping America," Population Bulletin 58, No. 2. Washington, D.C.: Population Reference Bureau; Congressional Budget Office. 2004. *A Description of the Immigrant Population*. Washington, D.C.: Congressional Budget Office November; Congressional Budget Office. 2005. *The Role of Immigrants in the U.S. Labor Market*. Washington, D.C.: Congressional Budget Office. November; and Hernandez, Donald J. "A Demographic Portrait of Children in Immigrant Families." Presented at the Brookings Institution, Washington, D.C., December 16, 2004.

the Middle East, and other regions (8 percent).³ In contrast, seven of the top-ten sending countries in 1960 were European. The diversity of today's immigrants challenges our society to respond to linguistic and cultural differences and to promote positive intergroup understanding and relations.

- **Newcomers are settling in urban, suburban, and rural communities across America.** Many immigrants are now living, working, and going to school in communities well beyond the six traditional gateway states (California, New York, Texas, Florida, New Jersey, and

Illinois). In the 37 states never before considered immigrant destinations, the foreign-born population during the 1990s grew at twice the rate of these six states. States that experienced the highest growth rate include North Carolina (274 percent), Georgia (233 percent), Nevada (202 percent), Arkansas (196 percent), and Utah (171 percent).⁴ Given the geographic dispersion of immigrants, few communities across the country can afford to ignore the imperative to develop immigrant integration strategies.

3. Passel, Jeffrey S. and Roberto Suro. 2005. *Rise, Peak, and Decline: Trends in U.S. Immigration 1992–2004*. Washington, D.C.: Pew Hispanic Center. September. (Note: Due to rounding the percentage breakdown does not total 100 percent.)

4. Passel, Jeffrey S. and Wendy Zimmermann. 2001. *Are Immigrants Leaving California?* Washington, D.C.: Urban Institute. April.

CURRENT AND FUTURE U.S. ECONOMIC GROWTH AND STABILITY DEPEND ON IMMIGRANTS

DVD

Watch the DVD *Hasta La Vista, Baby!*

Immigrants who arrive in the United States without documentation are often reluctant to defend their basic human and legal rights. One community group, Somos Mayfair in San Jose, California, creates popular theater based on residents' own stories as a dynamic way to break through the isolation and build understanding. Find out more on the DVD and at www.mayfairneighborhood.org.

"Pittsburgh is like a lot of former industrial centers in the Northeast—too much infrastructure for too few residents. That's why a policy of encouraging more immigration is so important to revitalizing these older urban areas. Otherwise, the alternative is to start tearing them down."

—Maxwell King, President
The Heinz Endowments
Pittsburgh, Pennsylvania

In some declining communities, immigrants are contributing to the revitalization of local economies. They are filling jobs, starting new businesses, buying homes, and sending their children to public schools. Many leaders in once-thriving metropolises like Pittsburgh and depopulating rural states like Nebraska and Iowa view immigrants as critical to rebuilding their communities.

Nationally, immigrants constitute a growing share of the labor force. Although immigrants make up one in nine U.S. residents, they comprise one in seven workers. During the 1990s, one out of every two new entries into the workforce was foreign-born.⁶ Assuming that immigration levels will remain constant, newcomers will account for half of the growth of the working-age population between now and 2015 and for all the growth between 2016 and 2035.⁶

Immigrants play an important role in many sectors of the U.S. economy, but they are most concentrated in jobs at the high and low end of the labor market. For example, one in three doctors, dentists, and nurses is foreign-born, and one in three building and maintenance workers is foreign-born.⁷



© Jupiter Images

Undocumented immigrants constitute a large percentage of low-wage workers in a number of industries, many of which would suffer great economic hardship without them. In March 2005, they were 24 percent of all workers employed in farming occupations, 17 percent in cleaning, 14 percent in construction, and 12 percent in food preparation.⁸

The U.S. Department of Labor projects that, by 2010, the United States will create 22 million new jobs—nine million more jobs than the estimated number of new workers entering the job market. As native birth rates continue to decline and as the Baby Boom generation begins to retire, immigrants and their children—as workers, taxpayers, consumers, and entrepreneurs—will become even more critical to U.S. economic vitality and global competitiveness.

6. Research and Policy Committee of the Committee for Economic Development. 2001. *Reforming Immigration. Helping Meet America's Need for a Skilled Workforce*. New York, NY: Committee for Economic Development.

7. Bureau of Labor Statistics. "2004-2014 Projections, Occupational Employment," *Occupational Outlook Quarterly*, Winter 2005-06. Washington, D.C.: U.S. Bureau of Labor Statistics; Bureau of Labor Statistics, U.S. Department of Labor, News Release: "Labor Force Characteristics of Foreign-Born Workers in 2003," December 1, 2004—Table 4. National Science Board, Science and Engineering Indicators 2004. Arlington, VA: National Science Foundation, 2004.

8. Passel, Jeffrey S. 2006. *Size and Characteristics of the Unauthorized Migrant Population in the U.S. Estimates*. Washington, D.C.: Pew Hispanic Center. March.



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IMMIGRANT CONTRIBUTIONS AS TAXPAYERS, CONSUMERS, AND ENTREPRENEURS

- The average immigrant, over a lifetime, pays \$80,000 more in taxes than she and her immediate descendants receive in local, state, and federal benefits.⁹
- Latino and Asian purchasing power, in 1994, constituted nearly \$1 trillion, or 12 percent of the U.S. total. Between 1990 and 2009, it is expected to grow 347 percent, compared to an increase of 158 percent in total U.S. buying power.¹⁰
- Between 1997 and 2002, the number of Asian American businesses grew 24 percent, and the number of Hispanic firms grew 31 percent, compared to 10 percent for all U.S. businesses.¹¹

9. Smith, James P., and Barry Edmunston, ed. 1997. *The New Americans: Economic, Demographic, and Fiscal Effects of Immigration*. Washington, D.C.: National Research Council.

10. Humphreys, Jeffrey. "The Multicultural Economy 2004: America's Minority Buying Power." 2004. Georgia Business and Economic Conditions, Vol. 64, No. 3. (pp. 5-6). www.selig.uga.edu/forecast/GBEC/GBECO43Q.pdf. See also Singer, Audrey, and Anna Paulson. 2004. "Financial Access for Immigrants: Learning from Diverse Perspectives," Brookings Institution Policy Brief. October. www.brookings.edu.

11. Humphreys, Jeffrey M. "The Multicultural Economy 2004: America's Minority Buying Power." 2004. Georgia Business and Economic Conditions, Vol. 64, No. 3, Third Quarter. Athens, GA: University of Georgia Selig Center for Economic Growth; Minority Business Development Agency. 2005. State of Minority Business Enterprises. Washington, D.C.: U.S. Dept. of Commerce. September.

POLICIES INTENDED TO AFFECT ONLY IMMIGRANTS HAVE A DIRECT IMPACT ON MANY COMMUNITIES

Regardless of immigration status, newcomers are woven into the fabric of American communities. Eighty-five percent of immigrant families have mixed immigration status, and 75 percent of children in immigrant families are U.S. citizens. More than three million U.S. citizen children have undocumented parents.¹² The growing phenomenon of mixed-status families makes it difficult to isolate the effects of policies directed towards immigrants without having a negative impact on their citizen children. For example, when legal non-citizens lost eligibility for federal safety-net programs as a result of the 1996 welfare law, many citizen children stopped participating in public-benefit programs even though they were still eligible.

Increasingly, many of the estimated 11.5 to 12 million undocumented immigrants¹³ are becoming part of our

society. In addition to staffing our businesses, they go to our schools, belong to our churches, and engage in community life. Yet their lack of legal status creates a significant barrier to integration. Concentrated in low-wage jobs, undocumented immigrants have little opportunity to improve their family's economic well-being. Their access to higher education is limited, even if they came to this country as young children and graduated from an American high school. Exploitation and discrimination in the workplace, restricted access to drivers' licenses, and fears of deportation are some of the other factors that marginalize undocumented immigrants in our society.

Given the high number of undocumented immigrants, Congress has been debating various policy solutions, including increased border enforcement to stem the tide; guest-worker programs to address labor demands; and earned legalization and a path to citizenship for those who are already here and contributing to the economy. Each of these proposals will clearly have a different impact on the well-being of undocumented immigrants and their families.

Notwithstanding changes in federal immigration law, many U.S. communities are increasingly recognizing that undocumented immigrants, regardless of their immigration status, are vital to local economies and are part of the social and cultural fabric. These communities are undertaking integration efforts of varying scale to address the needs and tap the contributions of this population.

RECENT POLICY CHANGES ERODE CORE AMERICAN VALUES AND AFFECT IMMIGRANTS' ABILITY TO INTEGRATE

Three acts of Congress in 1996—welfare reform, immigration reform, and anti-terrorism legislation—curtailed rights for immigrants and limited their eligibility for federally funded health and social service programs. In addition, policies enacted in response to domestic security concerns since September 11, 2001—from the USA PATRIOT Act to the REAL ID Act—have weakened civil rights protections for citizens and non-citizens alike, particularly those who are of Arab, Muslim, Middle Eastern, or South Asian descent.

Beyond the Beltway, in 2005, more than 150 pieces of anti-immigrant legislation were introduced in city councils and state legislatures in 30 different states. Most state bills and ballot initiatives aimed to reduce undocumented immigrants' access to drivers' licenses, health care, and other public services. Some municipalities are using existing local housing ordinances that govern overcrowding to evict undocumented renters, and others are introducing new ordinances to restrict day laborers' ability to solicit work.

While most receiving communities welcome immigrants, anti-immigrant activities are on the rise, with local groups cropping up in as many as 40 states in 2005 alone. Such activities, which can

12. Fix, Michael, Wendy Zimmerman, and Jeffrey S. Passel. 2001. *The Integration of Immigrant Families in the U.S.* The Integration of Immigrant Families in the U.S. Washington, D.C.: Urban Institute.

13. Passel, Jeffrey S. 2006. *Size and Characteristics of the Unauthorized Migrant Population in the U.S. Estimates*. Washington, D.C.: Pew Hispanic Center. March.

WHY THE RISE IN THE UNDOCUMENTED POPULATION

U.S. demand for labor, combined with lack of opportunity in home countries, is the primary force driving immigration, both authorized and unauthorized. But many experts say U.S. immigration laws and policies have also contributed to the rise in the undocumented population.

First, immigration policy experts note that very few legal avenues exist for the foreign-born to enter the United States to fill current and future demand for low-skilled workers. This fact has immediate and long-term implications for the U.S. economy: Over the next ten years, low-skilled jobs will constitute two-thirds of all new jobs created.¹⁴

Second, heightened border enforcement has unintentionally kept many undocumented Mexican workers in the United States. In the early 1980s, about half of all undocumented

Mexicans returned home within 12 months of entry, but by 2000, the rate of return migration was only 25 percent.¹⁵

As Princeton University researcher Douglas S. Massey points out, "The United States is now locked into a perverse cycle whereby additional border enforcement further decreases the rate of return migration, which accelerates undocumented population growth, which brings calls for harsher enforcement."¹⁶

14. Smith Nightingale, Demetra and Michael Fix. 2004. "Economic and Labor Market Trends" Children of Immigrant Families, The Future of Children, Vol.14, Issue 2, Princeton-Brookings: 49-52.

15. Massey, Douglas S., Jorge Durand, and Nolan J. Malone. 2003. Beyond Smoke and Mirrors: Mexican Immigration in an Age of Economic Integration. New York, NY: Russell Sage Foundation Publications.

16. Massey, Douglas S. 2006. "The Wall That Keeps Illegal Workers In." *The New York Times*, April 4, sec. A.

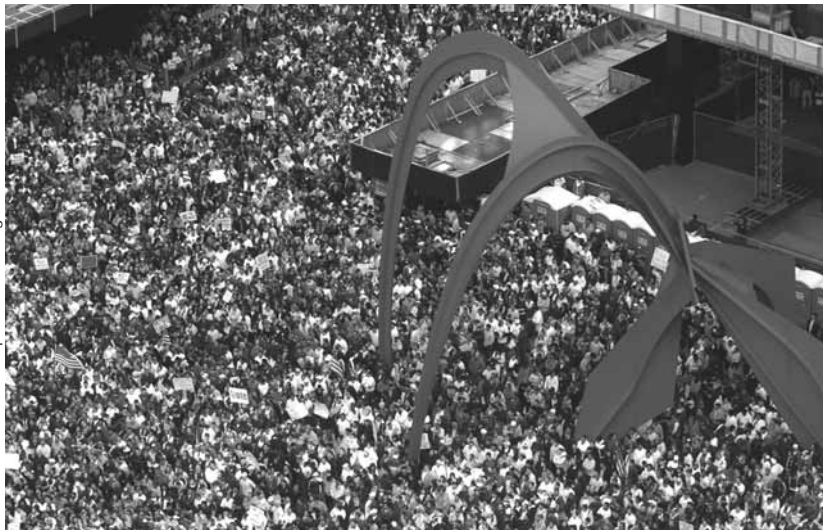
"The truth is that the challenges we face as a nation have not been imported by our immigrants, nor would they disappear if we could only succeed in sealing our borders for good—even if that were possible. In fact, there is good reason to believe that some of the problems we should take most seriously as a people—from the decline in our economic competitiveness to the decay of our community values—are problems that the new immigrants can help us solve."

—Mario Cuomo
former Governor of New York

MOVING FORWARD

Efforts to integrate immigrants must respond to contemporary demographic, economic, and social realities, while tackling overarching concerns about immigration, race, and national security. These factors compound the challenges newcomers face in trying to build new lives in the United States, particularly in new gateway communities that lack a service infrastructure, are not accustomed to racial and ethnic diversity, and have no recent experience with integrating immigrants.

To be successful, integration efforts must consider the needs of immigrants within the context of issues facing the broader community, including how immigration can affect economic opportunity for other community members and how it can influence race and inter-group relations. Keeping these considerations in mind can help expand resources to address longstanding social problems such as poverty and increase racial and ethnic equity and cohesion. Understanding the challenges of immigrant integration—and the role that philanthropy in partnership with other sectors can play—is critical to building secure, vibrant, and cohesive communities that benefit all members.



In March 2006, an estimated 300,000 rallied in Chicago for immigrant rights, kicking off a series of peaceful demonstrations across the country.

be expected during times of rapid demographic change, often use wedge issues to divide communities. For example, anti-immigrant forces frequently use competition for jobs and other resources to pit immigrants against African-Americans and other native-born groups. Such efforts exacerbate racial tensions, put core American values at risk, and make the need for conscious attention to integration more urgent.

RACE AND IMMIGRATION

Race has had—and continues to have—a profound impact on the well-being of the Native American and African-American communities. Although less well-known, race has also contributed to the shaping of immigration laws and policies since our nation's founding. The connection between race and immigration has significant implications for immigrant integration because how immigrants are perceived and treated affects how well they fare, integrate, and contribute to U.S. society.¹⁸

Race and ethnicity have stimulated fear and anxiety since the first wave of non-Anglo immigrants in the 1700s. Alarmed by the swelling number of Germans, Benjamin Franklin wrote in 1753, "Those who come hither are generally of the most ignorant stupid sort of their own nation... Few of their children in the country learn English."

Similarly, Italian and Irish immigrants faced ethnic stereotypes and discrimination in the late 1800s, while new arrivals from southern and eastern Europe in the early 1900s were castigated as racially inferior to those of Anglo-Saxon stock.¹⁹ But as these European immigrants incorporated into society, anxiety and fear about them faded over time.



Watch the DVD **Maid in America:** **Intergroup Relations**

Meet a dedicated nanny who has worked in several African-American households since immigrating to this country. Hear from the African-American couple she now works for as they poignantly recount their own family's working-class beginnings and see parallels in today's immigrant experience.

This certainly was not the case for African-Americans and Native Americans—nor was it the case for Asian and Latino immigrants. As Native Americans and African-Americans endured legalized segregation and other forms of discrimination, Asian immigrants, in the late 1800s and early 1900s, were denied citizenship and other rights. U.S. laws during that time period also restricted new entries from Asian countries. During World War II, 120,000 Japanese Americans were interned. In the 1920s, thousands of Mexican workers, including U.S. citizens, were deported. And in 1954, Operation Wetback deported more than 1.1 million Mexican immigrants. These laws and policies undermined the ability of Latino and Asian immigrants to integrate fully into American society.

The Immigration Act of 1965, supported by civil rights leaders, eliminated the national-origins quota system that favored European immigrants and paved the way for expanded immigration from Asia, Africa, and Latin America. This law markedly changed the racial composition of immigrants to the United States: In 1960, seven of the top-ten sending countries were European; today, all of the top-ten sending countries are either Latin American or Asian.

In the twenty-first century, the diversity of immigrants—and their dispersed settlement pattern—make race a central issue, requiring U.S. society to consider how race affects the ability of immigrants to integrate. This is an especially critical concern for more homogenous new immigrant gateways and in communities where the black-white paradigm has long been the dominant frame.

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Housing segregation, employment discrimination, and educational inequities, though experienced by European immigrants at the turn of the nineteenth century, are even more daunting barriers to integration for today's increasingly Latino, Asian, and African immigrants. And they continue to limit opportunity for Native Americans and African-Americans as well.

How can receiving communities address these barriers, so that they do not impede immigrants' social and economic mobility? How can immigrants and native-born Americans find common ground and work together toward shared goals?

Within this context, the integration of immigrants must be a process that reaps clear benefits not only for immigrants but for society as a whole.

17. See "History of U.S. Immigration Law and Policy" in the "Additional Resources" section of this toolkit.

18. See: Alba, Richard and Victor Nee. 2003. *Remaking the American Mainstream: Assimilation and Contemporary Immigration*. Cambridge: Harvard University Press. Bean, Frank D. and Gillian Stevens. 2003. *America's Newcomers and the Dynamics of Diversity*. New York: Russell Sage Foundation. Portes, Alejandro and Ruben G. Rumbaut. 2001. *Legacies: The Story of the Immigrant Second Generation*. Berkeley, CA: University of California Press.

19. Muller, Thomas. 1993. *Immigrants and the American City*. New York, NY: University Press.

DEFINING IMMIGRANT INTEGRATION

Immigrant integration is a complex concept that is fundamentally tied to the ongoing debate about the role of immigrants in our society and our different visions of a thriving America. GCIR's Immigrant Integration Framework builds on the vision that the United States, to remain strong and prosperous, must continue to be the land of opportunity where people of all colors, cultural backgrounds, and walks of life can put down roots, build a better life, and become contributing members of society.

Guided by this vision, GCIR defines immigrant integration as a dynamic, two-way process in which newcomers and the receiving society work together to build secure, vibrant, and cohesive communities. We believe that integration should be an intentional process that engages and transforms all community stakeholders, enriching our social, economic, and civic life over time. Mutual responsibility and benefits, multi-sector involvement, and multi-strategy approach are the cornerstones of GCIR's

Immigrant integration is a dynamic, two-way process in which newcomers and the receiving society work together to build secure, vibrant, cohesive communities.



© Gabe Palmer/Alamy

Immigrant Integration Framework. We believe these elements are critical to any effort to integrate immigrants.

GCIR utilizes the term "integration" and not "assimilation" to emphasize respect for and incorporation of differences and the need for mutual adaptation. "Integration" also reflects an appreciation of diversity instead of the homogeneity that "assimilation" has come to connote.¹ In addition, the literal meaning of integration—combining and coordinating separate elements to create a harmonious, interrelated whole—captures our belief in the importance of immigrant integration to our society.

1. Fix, Michael, Wendy Zimmerman, and Jeff Passel. 2001. *The Integration of Immigrant Families in the United States*. Washington, D.C.: Urban Institute.

THEORIES ON IMMIGRANT INTEGRATION: A LOOK AT THE RESEARCH

GCIR's definition of immigrant integration builds on the rich but sometimes conflicting social-science theories on how immigrants become members of U.S. society. "Assimilation" theory, first developed in the 1920s, originally posited that newcomers both absorb and influence elements of the receiving society, with the two becoming more like each other over time. The concept later became known as the "melting pot." Although developed in part to counteract the "Americanization" movement of the 1920s, this theory over time became criticized for assuming that the subordinate immigrant group could only achieve upward mobility by becoming more like the dominant group.²

Beginning in the 1960s, a number of scholars began trying to explain the incomplete assimilation of many groups, documenting that lingering

discrimination and structural and institutional barriers to equal access to employment constituted obstacles to complete assimilation. This approach became known as the "ethnic-disadvantage" model.³

Most recently, Alejandro Portes and Rubén Rumbaut have advanced a more nuanced approach: "segmented assimilation." Combining elements of the assimilation and ethnic-disadvantage models, this theory suggests that while many immigrants will find different pathways to mainstream status, others will find such pathways blocked and come to view themselves as members of disadvantaged and racialized groups as a result.⁴

Frank Bean and Gillian Stevens, however, point out that segmented assimilation may inadvertently overemphasize negative outcomes. They note the transformation of the United States from a largely biracial, white majority-black minority society into

a multiracial, multiethnic society. This diversity may render racial and ethnic boundaries more permeable and less susceptible to stereotyping in the future, at the same time that economic mobility increasingly proceeds ahead of traditional measures of cultural assimilation.⁵

This movement, propelled by suspicion and fear, sought to induce newcomers to assimilate American speech, ideals, traditions, and ways of life.

2. Bean, Frank and Gillian Stevens. 2003. *America's Newcomers and the Dynamics of Diversity*. New York, NY: Russell Sage Foundation and Alba and Nee. 2003. *Remaking the American Mainstream: Assimilation and Contemporary Immigration*. Cambridge, MA: Harvard University Press.
3. Ibid.
4. Portes, Alejandro and Ruben Rumbaut. 2001. *Legacies: The Story of the Second Generation*. Berkeley, CA: University of California Press.
5. Bean and Stevens, 2003.

MUTUAL RESPONSIBILITY, MUTUAL CHANGE, MUTUAL BENEFITS

DVD

Watch the DVD Rain in a Dry Land: Learning about America

Many immigrants and refugees arrive with little knowledge of everyday American life that most longtime residents take for granted. Sit in on a refugee orientation session in Kenya, where America-bound Somali-Bantus learn about high-rise buildings, how to use a stove, and what American law has to say about family behavior.

Throughout U.S. history, immigrants have been viewed—by themselves and others—as responsible for their own fate, with the classic generational transition from “peddler to plumber to professor”⁶ through tenacity, self-reliance, and hard work. In many respects, this responsibility still holds: The human, social, and financial capital immigrants bring with them or acquire are significant determinants of their pace of mobility in American society.

Successful integration, however, is not determined solely by the actions immigrants take and the resources they possess. The reception—supportive, neutral, or negative—they receive from the host community plays a critical role.

Integration is a two-way process in which newcomer and established residents share responsibility for the well-being of one another and of the broader community. Requiring change on the part of the immigrant and the receiving community, integration is a dynamic give-and-take process that takes place over time. In the ideal, it transforms both the newcomers and the receiving society, creating a new whole that is greater than the sum of its parts.

Through the integration process, the receiving community learns to respect the skills, languages, and cultures that newcomers bring and, simultaneously, play an active role in meeting their needs. Long-established residents eventually come to recognize immigrants as assets who contribute to the long-term vibrancy and prosperity of their community.

In responding to immigrants’ needs, however, receiving communities are unlikely to be able to provide the ideal level of support, constrained by factors such as limited financial resources, competing community needs, and lack of political will. Nor will receiving communities, with a deeply rooted set of existing values and norms, come to accept and value linguistic, cultural, and ethnic diversity overnight. Nevertheless, successful integration depends on a shift in the receiving community’s attitudes towards—and willingness to assist—newcomers.

Immigrants and refugees—and the organizations that represent them—also bear responsibility for integration. Newcomers must do their part to become contributing members of society by learning English, getting involved in their children’s education, sharing their cultures, and participating in democracy. Voicing concerns and ideas, working together with longtime residents toward common goals, and taking part in community decision making are all part of the immigrant integration experience.

At the same time, integration does not mean that immigrants must sever ties to their countries of birth nor abandon their cultures, traditions, values, and identities. For most newcomers, the initial focus upon arrival will be on day-to-day survival; it may take years for them to move from immediate survival to establish roots and become active in community life. For others, social and economic realities create formidable barriers to integration that may not be overcome until future generations.



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6. Waldinger, Roger. 1997. “Immigrant Integration in the Post Industrial Metropolis: A View from the United States,” Metropolis First International Conference, Milan. August.

MULTI-SECTOR INVOLVEMENT

The engagement of all stakeholders in the newcomer and receiving communities, as well as those who bridge the two, is critical to the integration process. The stakeholder sectors identified in the chart below all have a self-interested stake in promoting immigrant integration.

Stakeholder groups need to work together to achieve a common understanding about immigrants' complex roles in our society; engage in candid,

ongoing discussions about prejudice, fear, and other realities facing their communities; and come to an agreement about shared community goals and the mutual responsibility that is required to achieve them. Only through this two-way process and with ongoing attention to integration can communities realize a win-win situation in which immigrant and native-born neighbors of different experiences, histories, and backgrounds can work together to build a shared community, now and in the future.

STAKEHOLDERS IN IMMIGRANT INTEGRATION

| SECTOR/STAKEHOLDER GROUP | INTERESTS |
|--|---|
| PHILANTHROPY | Due to spreading demographic changes, immigration affects virtually every issue philanthropy seeks to influence, from health and education to rights and justice to democratic participation. To achieve their goals, foundations must take leadership in addressing the needs of newcomers and engaging them in efforts to develop solutions to community problems. |
| GOVERNMENT | Government is a key player in meeting community needs, providing resources to help individuals succeed and protecting those who are vulnerable. Helping newcomers achieve self-sufficiency and lead productive lives not only prevents strain on public resources but can increase tax revenues, economic productivity, and social and cultural vibrancy of the receiving community. |
| BUSINESS | Immigrants represent a growing segment of the workforce and the consumer base in the United States. In addition, their transnational ties and linguistic and cultural skills help U.S. companies compete in the global marketplace. |
| LABOR UNIONS | Unions have recently increased their organizing efforts in industries with a large share of immigrant workers. The involvement and leadership of immigrant workers are central to unions' ability to improve wages, benefits, and workplace conditions, as well as strengthen the broader labor movement. |
| FAITH-BASED INSTITUTIONS | Valuing human dignity and the worth of each individual, faith-based institutions have a vested interest in immigrant issues through their ministry and social-action work and because immigrants are an important segment of their constituencies. |
| PUBLIC SCHOOLS | Schools serve as a crucial point of contact for immigrant families and provide one of the best opportunities for newcomers to engage with other newcomer and established residents. The success of schools, particularly in communities with large foreign-born populations, depends in part on the academic achievements and social integration of the children of immigrants. |
| COMMUNITY INSTITUTIONS | Responding to demographic changes, hospitals, social service providers, schools, and other community institutions have had to change the way they operate. Providing services that are linguistically accessible and culturally appropriate is now a must for communities with growing immigration populations. |
| IMMIGRANT AND ETHNIC COMMUNITIES AND ORGANIZATIONS | Social networks within the immigrant communities, as well as ethnic-based community organizations, are invaluable to newcomers trying to establish a new life. They often serve as a bridge between newcomers and the receiving community. Their interest is to connect immigrants to resources to establish a new life, so that immigrants, in turn, can contribute to the advancement of their communities. |

MULTI-STRATEGY APPROACH

Immigrant integration efforts can draw upon myriad strategies for community building and social change that philanthropy have long supported. These strategies include but are not limited to direct services, capacity building, community outreach and education, leadership development, organizing, policy analysis and advocacy, legal assistance, research, communications, media, and litigation.

The combination of strategies depends on immigrants' needs, available resources, and the goals of the integration effort, among many other factors. For example, a new immigrant gateway experiencing an influx of newly arriving refugees may begin by assessing needs and then building the capacity of community organizations to respond to identified needs. A community struggling with racial and ethnic tensions might utilize community dialogues and media outreach to increase intergroup understanding. A state fighting anti-immigrant legislation may decide to deploy leadership development, organizing, advocacy, and communications strategies.

For foundations new to immigrant integration, supporting pilot projects is often a good starting point. This approach allows funders to test a strategy or a set of strategies before making a larger, longer-term commitment. Investing in funding collaboratives and other pooled funds is another good option.

"Where ought to be a major movement to integrate immigrants into our society. The focus should be both on making communities more receptive to immigrants, as well as encouraging immigrants to become better citizens and play a more active role in communities."

—Bill Hing, Professor of Law
University of California, Davis

DVD

Watch the DVD The New Americans: The Flores Family

In this sequence, two determined Mexican kids adjust to life in rural Kansas by learning English and succeeding in school. But their mother, isolated and depressed, longs to be near relatives. The family must weigh the benefits of educational opportunities versus the comfort of being near their extended family.

It gives foundations an opportunity to explore a range of funding possibilities, learn from and develop relationships with experienced colleagues, and increase the impact of grant dollars.

PATHWAYS TO INTEGRATION

GCIR's Immigrant Integration Framework identifies six strategic pathways through which immigrants and the receiving community can work together to provide resources and opportunities and leverage the human capital that immigrants bring. These pathways are:

- Communitywide planning
- Language and education
- Health, well-being, and economic mobility
- Equal treatment and opportunity
- Cultural and social interaction
- Civic participation and citizenship

These pathways serve both as a tool for facilitating integration and as a means to assess whether integration is taking place successfully. They interact dynamically, each with the power to reinforce or weaken progress in the other areas. For example, language and education are highly correlated with economic mobility but are also a determining factor in health care access, citizenship and civic participation, and interaction with native-born residents. Similarly, unequal treatment can threaten not only economic mobility but also immigrants' ability to access critically needed services and to participate in democracy.



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Mutual responsibility, again, is fundamental to successful integration. Whereas immigrants have the responsibility to become productive community members, the receiving society bears the responsibility to provide them the resources and opportunities they need to succeed. All stakeholders—individuals and institutions, public and private—play a contributing role in this endeavor.

- **Communitywide planning** creates intentional opportunities for immigrant and receiving communities to work together to identify barriers, develop policies, and implement programs that facilitate immigrant integration. Depending on specific circumstances, communitywide planning efforts can vary in terms of focus, scale, and scope. For instance, they can concentrate on a single integration issue (e.g., workforce integration for immigrant professionals) or address multiple concerns through multiple strategies (e.g., improving health care, education, and employment opportunities for immigrants). The need for such planning has never been more pressing, particularly because current U.S. immigration policies do not reflect the country's social, economic, and demographic realities and no national policy exists to support the integration process.

- **Language and education.** With most immigrants arriving with limited or moderate English skills, eliminating language barriers to services and providing opportunities to develop English proficiency are essential for successful integration. Acquisition of English leads to a higher standard of living as newcomers gain access to education and job training opportunities, as well as community services and institutions.

To uphold their end of the integration bargain, immigrants have the responsibility to learn English and partake in education opportunities to advance themselves and their families.



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Maintaining native-language competency is a strength they also contribute in light of today's transnational marketplace and global interdependence. Institutions in the receiving community, for their part, have the responsibility to offer quality English classes, ensure language access, and provide quality educational opportunities.

- **Health, well-being, and economic mobility.** Health care, employment, and other services and resources that promote economic mobility are essential for helping immigrants establish a foothold and contribute fully to society as workers, entrepreneurs, taxpayers, and community members. Economic mobility is a traditional indicator of the level of integration. Higher income is significant in its own right, but it also means access to other advantages, e.g., a house in a safer neighborhood with better schools, that improve family well-being and enhance economic outcomes.

In the context of health, well-being, and economic mobility, immigrants bear responsibility to become self-sufficient, support their families, and contribute to the economy by working, paying taxes, and starting new businesses. The receiving community, in turn, provides resources that support the ability of immigrant families to advance (e.g., job training, health care, child care, social safety-net programs, and access to credit).

- **Equal treatment and opportunity.** True opportunity is not possible without equal treatment. Concerns about immigration status, exploitation in the workplace, unfair treatment, and discrimination can severely undermine immigrants' ability to realize their full potential. Not having a level playing field for immigrants can also lower the quality of life and diminish opportunity for other community members. Therefore, fair laws and policies that promote equal treatment and opportunity are critical building blocks for successful integration—and for building a fair and humane society.

In the two-way integration process, immigrants must commit to being responsible, contributing community members and do their part to promote equal treatment and opportunity for all community members. In turn, the receiving society must ensure that laws and policies reflect core American values of fairness and opportunity, protect civil rights and liberties, and create opportunities for newcomers to contribute fully to American society.

- **Social and cultural interaction** is critically important to foster understanding, build trusting relationships, and lay the foundation for mutual engagement. Such interaction often can make or break the integration experience, either erecting roadblocks or paving a path towards integration.



BENEFITS OF INTEGRATION

The potential benefits of successful immigrant integration to the broader society are significant:

- A vibrant, cohesive society shared and valued by established and newcomer residents of different experiences, histories, ethnicities, and backgrounds.
- Revitalization of declining communities through the contributions of immigrant families working in tandem with their native-born neighbors.
- Stronger communities with the ability to meet wide-ranging needs; address racial, ethnic, and economic diversity; and enrich the social and cultural fabric of our society.
- Increased productivity and a robust economy through an expanded base of workers, consumers, taxpayers, and entrepreneurs.
- Global competitiveness through a multi-lingual, multi-cultural workforce.
- A more vibrant democracy in which all groups are accepted as equal members of society with the opportunity—and responsibility—to engage and contribute to the common good.
- A more secure America where all members of society—regardless of race, national origin, or socio-economic status—live in dignity and equality.

As part of the integration process, newcomers and receiving community members, over time, learn about and come to respect one another's cultures and traditions, both the similarities and the differences. They may incorporate aspects of the other's cultural practices into their own. The arts and humanities, cultural production and performance, and civic participation are important vehicles for social and cultural interaction and eventual integration.

• Civic participation and citizenship.

Civic participation and citizenship not only demonstrate immigrants' desire to become active community members but also provide an avenue for newcomers to increase their ability to shape community priorities. Opportunities for newcomers and established residents to participate together in community problem solving, leadership development, and democratic practice are vital to the integration process.

For their part, immigrants are responsible for learning about civic processes and engaging in the life of the broader community, from participating in their children's school to mobilizing new voters. Their civic involvement may begin with issues that affect them directly, but over time, it will encompass concerns that affect the broader community. The receiving community, on the other hand, bears responsibility for promoting citizenship, providing opportunities to participate in democracy, and ensuring the right to organize.

DVD Watch the DVD *Rain in a Dry Land: She Stopped Listening*

Losing control over a teenaged child can be terrifying for any parent, but the impact on a refugee family can be especially intense. Hear one single mother's feelings of powerlessness as she describes a late-night encounter with her defiant 13-year old daughter.

EVALUATING IMMIGRANT INTEGRATION EFFORTS

Like any evaluation, the evaluation of an immigrant integration effort should begin with the following basic questions:

- What are the goals of the immigrant integration effort?
- What are the goals of the evaluation?
- Which stakeholders need to be engaged in the design and implementation of the evaluation?
- What are the anticipated outputs and immediate, intermediate, and long-term outcomes?
- What are the indicators of the outputs and outcomes?
- What is the timeframe and resources for the evaluation, and to what extent can all the outcomes be realistically assessed and captured?
- What unique issues need to be considered (e.g., translation and interpretation, access to immigrant leaders and residents, confidentiality about immigration status)?
- What is the best combination of methodologies—quantitative and qualitative—for assessing and capturing the outputs and the outcomes?

Building in an evaluation component at the outset is worthwhile because (1) there is much to be learned about the process of immigrant integration and the conditions that facilitate or hinder it, and (2) it ensures that the evaluation will be aligned with the goals of the effort and conducted in a participatory and culturally responsive manner.

SOURCE:

United Way of America. 1996. *Measuring Program Outcomes: A Practical Approach*. Alexandria, VA: United Way of America.

In developing an evaluation, the “outputs” and “outcomes” should be clearly defined. Outputs are short-term measures of a program activity or strategy, such as the number of English classes taught, participants trained, or voters registered. A program’s outputs should lead to the desired outcomes.

Outcomes are the effects of a program activity or strategy, which can be measured in short, intermediate, and long term. Outcomes may relate to knowledge, skills, attitudes, values, behaviors, or conditions. The following sample outcomes can help grantmakers and other integration stakeholders begin to consider the goals of their immigrant integration efforts:

- Immigrants develop the capacity (e.g., English language proficiency and job skills) to improve their social and economic well-being.
- Immigrants have an extensive understanding of U.S. systems and institutions (e.g., education, economic, civic) and know how to access and navigate them.
- Immigrants participate in activities to help shape policies that affect the communities in which they live (e.g., neighborhood redevelopment).
- Immigrants receive high-quality services (e.g., health care and education) that are responsive to their needs.
- Immigrants work alongside receiving community members to improve their communities and the systems that affect their lives.
- Receiving community members and immigrants feel a sense of belonging to and security about the community in which they all live.
- Receiving community members value the contributions of immigrants and do not discriminate against them.

- Receiving community members and immigrants engage in ongoing cultural and social exchange.

- Laws and policies that support immigrant integration, including providing equal treatment and opportunity, are put into place.

To assess these indicators, a mixed-method design combining both qualitative and quantitative approaches is recommended. Funders should note that a full-scale evaluation of an immigrant integration effort can consume substantial time and resources because the change process not only takes a long time, but it is complex and constantly evolving.

Although multi-year evaluations are preferable, they are not always possible. Therefore, the “Promising Practices in Immigrant Integration” section of this toolkit offers preliminary indicators for each of the pathways to integration, e.g., language acquisition, education, and civic participation. These preliminary indicators may be more feasible to measure and document, depending on the timeframe and resources for the evaluation.

Note that indicators can be separated into immediate or intermediate outcomes, depending on the starting point of the immigrant integration effort and the anticipated sequence of activities that will lead to immigrant integration. They can also be separated to determine change at the individual, organizational, or communitywide levels.

The immigrant integration change process is neither linear nor sequential. Therefore, any effort to evaluate progress toward immigrant integration should analyze and document the dynamic two-way interaction between the immigrant community and the receiving society.

Promising Practices in Communitywide Planning

“Increasing numbers of immigrants and refugees are coming into our community, and they are coming from increasingly diverse countries, backgrounds, ethnic groups, and religions. Communities that don’t reach out to newcomers risk having separate and divisive ‘we-they’ neighborhoods. It’s essential to provide the tools that will help immigrants put down roots and become true members of our community.”

—Susan Thornton, former Mayor, Littleton, Colorado

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INTRODUCTION

Communitywide planning creates an intentional opportunity for immigrant and receiving communities to work together to identify barriers, develop policies, and implement programs that facilitate immigrant integration. The need for such planning has never been more pressing, particularly in the United States, where current immigration policies do not reflect the country's social, economic, and demographic realities and where no national policy exists to support the integration process.

In this section, GCIR profiles six initiatives that demonstrate strategic vision and considerable promise to promote the full integration of newcomers into our society. We've chosen projects from both established immigrant gateways and newer immigrant destinations. Regardless of their focus, scale, scope, or stage of implementation, all share a set of common “best practices” that can inform philanthropic support of and involvement in similar efforts in U.S. communities and beyond.

- **Involve institutions and individuals from both receiving and immigrant communities**, including both institutional and grassroots leaders. Research shows that community planning processes that value high levels of participation and local knowledge, treat everyone as equally important, and stay focused on the anticipated outcomes are far more likely to foster shared ownership of problems and solutions and achieve sustained change. When involving grassroots leaders, remember that established gatekeepers are not always the most authentically respected members of the community.

- **Engage multiple sectors in identifying the problems and developing the solutions.** Getting buy-in from and building trust with stakeholders—including philanthropy, nonprofits, government, and business—are critically important to the success of multi-sector collaborations. For efforts involving the public sector, political will is essential.

- **Utilize multiple strategies**, such as action research, organizing, advocacy, capacity building, public education, media, communications, among others. The combination of strategies used should be tailored to local circumstances and draw upon the strengths of partners and stakeholders.

- **Have patience, flexibility, a long-term commitment, and a willingness to problem solve.** Effective integration of immigrants into communities happens over time. Stakeholders will need to allow the highly dynamic process to play out—and to expect the unexpected. Mistakes, misinterpretations, and miscommunication will happen along the way, so be ready to respond creatively and constructively.

- **Allow time for both relationship building and getting the tasks done.** The ends and the means to the ends are of equal importance. The right balance is difficult to achieve, but making an effort to do so will reduce frustration and strengthen buy-in and ownership of the planning process among the stakeholders. The importance of building trust among participants cannot be underestimated.

- **Be prepared to tackle tough issues.** Concerns about undocumented immigration, intergroup tensions, or competition over jobs and scarce resources will surely arise. Leaders of the planning process must be prepared to address such concerns in a careful and genuine manner. Spend enough time addressing them, use sound data to inform discussions, and move the conversation towards finding local solutions.

We hope the case studies in this section will inspire you to consider seeding similar community-planning initiatives. As your foundation explores strategies for addressing immigrant issues, consider GCIR and the organizations featured in this section as a resource.



LEADERSHIP, VISION & COURAGE

THE MAYTREE FOUNDATION AND IMMIGRANT ECONOMIC INTEGRATION IN CANADA

www.maytree.com

Ratna Omidvar, executive director of The Maytree Foundation in Toronto, describes as “magical” the opportunity presented to Maytree in bringing together industry and government to facilitate the economic integration of Canadian immigrants. Maybe there has been some magic to it, but Maytree’s central role in remarkable multi-sector accomplishments is largely the result of broad vision, targeted goals, a savvy combination of strategies, and willingness to take risk.

It may seem unsurprising that a foundation based in one of the most diverse cities in the world, committed to building strong civic communities and dedicated to reducing poverty and inequality, would have interest in the integration of newcomers. But Maytree’s support of newcomer issues dates back to its 1982 founding, when the city had far fewer foreign-born. Until the late 1990s, immigrant grantmaking at the understaffed foundation was largely responsive, not guided by an overall strategy. Through these years, however, an important clarity of vision emerged.

“Our assets would be too small, we couldn’t make change unless we focused on social policy,” says Omidvar. “And we were interested in nation-building.” For Maytree, immigrants and refugees represented the strength of the country’s future.



© Mark Trusz

Ratna Omidvar

FOCUSING FOR IMPACT

In 1997-98, the Foundation had an influx to its corpus, hired its first staff members, and set about making strategic decisions. “We had a dilemma,” Omidvar recalls. “Should we focus on the children or the parents?” Maytree chose the latter, asserting that, “the single most meaningful marker of settlement is attachment to the labor market.”

Economic integration would be where Maytree placed its bets: expanding post-secondary educational opportunities for all immigrants and creating pathways to the workforce for those who had arrived with skills and work experience. Although the Foundation’s ambitions were strong and its toolkit of strategies eventually evolved into a comprehensive collection of innovative programs, the original targeting of highly leveraged opportunity was deliberately narrow.

One target was an identified barrier, codified in Canadian law, that inadvertently hindered refugees who had not yet received permanent status from gaining access to public loans for post-secondary study. Without the loans, the refugees could not afford to study; without coursework, good jobs remained out of reach. Such policy change could potentially improve the lives of thousands of newcomer families.

Omidvar recalls the reasoning: “It was relatively easy, because it was a single department in one ministry. We just had to rally our efforts.”

The key word in that quote is “relatively,” and the efforts the Foundation rallied were innovative and varied. To raise public awareness, Maytree first had to make the case, basing its arguments on facts, costs, and benefits. The Foundation partnered with the Caledon Institute for Public Policy (which it had co-founded) to research and publish a series of policy papers. The research became the core of an advocacy campaign in partnership with other nonprofits. But there was also a desire to meet real needs, to understand this issue from the perspective of the refugees, and to help them

advocate on their own behalf. As part of its response, the Foundation created a scholarship program and a credit union to provide grants and loans. It also built relationships with recipients, helping them to take their stories to the media and to government commissions as part of the campaign.

After four years of these coordinated tactics, three words—"and Convention refugees"—were added to the identified regulation, granting access to higher education to some 10,000 refugees across Canada.



A GREATER CHALLENGE

Building on its success, Maytree targeted a much more complex issue in its second project: immigrant workforce integration. Some 60 percent of Canada's immigrants end up in semi-skilled or unskilled jobs outside the professions for which they have trained and worked in their originating countries. No single jurisdiction here, no clarity of authority or responsibility. The tangled web of barriers includes regulatory bodies, policies and procedures, and public attitudes.

Maytree aspired to create pathways to the workforce for these skilled immigrants, and again, it was clear in its focus and analysis. The lens it chose was the region of Toronto, reasoning that a place-based effort could be managed and could create models for use elsewhere. The strategies it pursued were built from a belief that, in Ratna Omidvar's words, "solutions lie in the behavior and attitudes of people."

Many stakeholders were involved, not the least of which was the public at large. "This issue was not front-and-center in the public mind," says Naomi Alboim, a researcher at the School of Policy Studies at Queen's University in Kingston, Ontario, who also works with Maytree and the Caledon Institute. "Maytree made it front-and-center in the public domain."

Once again, solid research was the starting point. Alboim's report, published through Caledon, "Fulfilling the Promise: Integrating Immigrant Skills into the Canadian Economy," presented an analysis of an economic imperative. "By the year 2011, it is estimated that 100 percent of Canada's net labour force growth will depend on immigration," she wrote.

The report also proposed a "systems" approach to facilitate immigrant entry into the economy, recommending incentives for collaboration among stakeholders to create programs; increase immigrants' access to information, services, advice, and bridging efforts to fill gaps; and establish a leadership council to foster collaboration, coordination, and communication.

With Maytree participation and support and building on its 2002 Toronto City Summit on regional strengths and challenges, the new leadership council created the Toronto City Summit Alliance to pursue the issues identified by Summit participants. Integration of immigrants into the labor market was on the list, and the public, private, and nonprofit leaders who constituted the Alliance joined with Maytree to form the Toronto Regional Immigrant Employment Council (TRIEC) in September 2003.

TRIEC embodies the multi-sector approach necessary to overcome barriers to immigrant economic integration: public and private funding (Maytree supports the secretariat) and leadership from the business, nonprofit, and public sector. TRIEC offers internships to provide Canadian work experience to skilled immigrants, mentoring programs with established professionals to build networks for newcomers, and an employer toolkit describing promising practices of peers who have integrated immigrants into their workforces and other programs. Other cities in Canada have become interested in the TRIEC model.

MULTIPLE PARTNERS, MULTIPLE STRATEGIES

Maytree officials are quick to point out that they are not the only catalyst for the changes that have created TRIEC and policy improvements. "We were at the center of a perfect storm," says Omidvar, "brewing at the right time, in the right place, with the right people." This is modesty speaking, and not of the blushing sort.

"Maytree walks its talk," says Joe Breiteneicher, of The Philanthropic Initiative, Inc., which conducted a lengthy overall assessment of Maytree's programs and impacts. "Again and again, thoughtfully and effectively, in a self-effacing way that others trust and believe in."

"It is a testimony to Maytree's skill and political smarts," continues Breiteneicher, "that it is viewed by colleagues and combatants alike as the preeminently effective force in policy matters in Canada—but is never seen as adversarial. Even its enemies in government respect its approach to its work!"

Components of this approach, in addition to strategic modesty? Turn to impeccable research to establish yourself as a trusted expert. Target policy change for highest leverage.

"The biggest lever available to effect crucial social issues is public policy," says Alan Broadbent, Maytree's chairman. "By changing how a society agrees to exercise its collective will, we can create solutions to the hard problems and the critical issues."

And there is yet another distinguishing characteristic of Maytree's immigrant grantmaking. Accompanying its discipline in selecting targets for strategic impact, the foundation maintains a willingness to come at a problem from several points of view, to surround an issue with creative partnerships. That creativity has led to the Diaspora Dialogues, a



partnership with PEN Canada and the YMCA of Greater Toronto, which "encourages well-known and emerging voices from a dynamic mix of ethnicities to explore their lived experiences through fiction, poetry and drama."

"We are trying to get to a new public, a reading public, telling the story of Toronto's global village back to itself," explains Omidvar.

Another Maytree project, abcGTA, seeks to place more immigrants from the Greater Toronto Area (GTA) on public agencies, boards, and commissions (abcs). And Maytree's involvement with the Funders' Network on Racism and Poverty has drawn several philanthropic partners into its work with immigrants. In the Network's first joint project, for example, members are coordinating grants on the rights of contingent workers.

CANADA'S EXEMPLAR

In recognition of its work with many players to move policy, the Council on Foundations selected Maytree for the 2005 Paul Ylvisaker Award for Public Policy Engagement. In his letter in support of the foundation's Ylvisaker candidacy, Breiteneicher wrote that Maytree "has begun to change the national dialogue" on immigrants and refugees, elevating "public discourse about the need for comprehensive policies vis-à-vis immigrants that are as humane, fair, and productive as possible."

Multiple sectors, multiple partners, multiple tactics. Long-term vision and resilience. Strategic use of data. Modesty and tenacity. Trustworthiness in the pursuit of policy change.

These characteristics, says Breiteneicher, earned The Maytree Foundation recognition as "Canada's philanthropic exemplar, one with many lessons of value, vision, collegiality, courage and unwavering staying power of great import for its U.S. foundation cousins."

"The biggest lever available to effect crucial social issues is public policy. By changing how society agrees to exercise its collective will, we can create solutions to the hard problems and the critical issues."

—Alan Broadbent, Chairman
The Maytree Foundation

GETTING AHEAD OF THE CURVE

THE SUPPORTING IMMIGRANT INTEGRATION INITIATIVE OF THE COLORADO TRUST

www.coltrust.org

A SENSE THAT THE COMMUNITY WAS CHANGING

Years before the 2000 Census figures appeared, program officers at The Colorado Trust began hearing from communities that the state was undergoing a demographic shift. African immigrants were working at the ski resorts. Vietnamese grocers and noodle shops were flourishing in urban strip malls. More Spanish was being spoken everywhere.

"There was a strong sense," says Susan Downs-Karkos, senior program officer at The Trust, "that the community was changing."

Colorado was already aware of, if not entirely comfortable with, the population growth caused by migration from other states. Migration from outside the country, however, was new. The question was: What should be the response of a foundation whose mission is "to advance the health and well-being of the people of Colorado"?

To the answer, The Trust brought strengths in both policy and practice. The foundation had become accustomed to working at the community level, supporting community-based planning on issues such as teen pregnancy, violence, and health. Lessons had been learned, and there was a body of experience to

draw upon. The Trust also had a tradition of taking an initiative approach to grantmaking, focusing on specific issues, investing significant resources, and staying committed over the long term.

Importantly, the foundation had defined its understanding of mental health broadly. The importance of the stress accompanying "cultural adjustment" was understood. If large numbers of immigrants were entering Colorado communities, The Trust saw the need to respond.

AN EXPLORATORY FIRST PHASE

The board adopted an exploratory process. Data were gathered; focus groups convened; immigrant service providers surveyed. In response to the identified gaps in service capacity, The Trust in 2000 launched its first newcomer-focused effort, the Supporting Immigrant and Refugee Families Initiative (SIRFI). Partnering with Denver's Spring Institute for Intercultural Learning to provide overall management, technical assistance, and peer-learning networking opportunities, SIRFI, over a period of four years and at a total of \$7 million, funded 23 immigrant-serving organizations across the state. The goal was to help them build strength and sustainability to work on mental health and cultural adjustment issues, broadly defined.

Meanwhile, data from Census 2000 confirmed what the foundation had learned on the ground. The foreign-born population of Colorado had increased by 160 percent in the last decade. Some rural communities that were drawing newcomers to the tourist, meatpacking, and agricultural industries had increased their immigrant populations seven, eight, even nine fold. In a phenomenon occurring across the country, Colorado had become one of the top ten new-gateway states for immigration.



© Jupiter Images

A PAUSE FOR REFLECTION

SIRFI significantly helped its immigrant-serving organizations build sustainable strength. But under the circumstances of such rapid demographic change, Trust staff members began asking themselves if this was enough. Where should they go from here?

“Ultimately, our interest in cultural adjustment was an interest in community building,” says Downs-Karkos. “Community building is mutually beneficial, dependent on everyone’s strengths.” In other words, it is not just helping immigrants over the initial hurdles in the acculturation process; it is an approach in which the receiving community plays a critical role. The Trust describes it as “a mutual and dynamic process between the immigrant family and the new home.”¹

The Trust paused for further research and information gathering on the concept it was coming to understand as “immigrant integration.” For a full day in October 2003 it convened local leaders and experts from around the country for an “Immigrant Integration Summit,” to discuss what the approach might mean for Colorado. To learn what newcomers felt about integration, Spring Institute conducted five focus groups among immigrants and refugees from Africa, Asia, Mexico, and Eastern Europe.

ESTABLISHED & NEWCOMER RESIDENTS WORKING TOGETHER

What was learned is often expressed this way by John Moran, The Trust’s president and chief executive officer: “Immigrant integration means creating opportunities for communities and immigrants to work together and to thrive. It’s our goal to help Colorado communities to become strong and vibrant places in which to live.”

SIRFI’s second phase, Supporting Immigrant Integration, was launched in mid-2004, with an investment of



\$6.4 million over four and a half years. The approach was flexible, place-based, and learning-focused, with the Spring Institute remaining as a facilitator for full community-planning processes. Through a request for proposals, The Trust sought out collaboratives of mainstream institutions (schools, health care, local government, law enforcement, business, etc.), newcomer-serving organizations, and immigrants and refugees themselves to receive four-to-six-month planning grants of \$5,000 each. So much interest was expressed that the foundation increased the number of grants from four to ten.

The Trust asked its ten grantees for comprehensive integration plans, developed by steering committees of local leaders and community collaboratives, which looked beyond service provision to efforts that would create systemic change in their communities. These plans, which required a 20 percent cash or in-kind match, would become proposals to The Trust for four-year implementation grants at \$75,000 per year.

The process was met with enormous interest across the state. “This is an issue that has been rising to the top in communities,” says Downs-Karkos.

Susan Thornton, former Mayor of Littleton, puts it this way: “Increasing numbers of immigrants and refugees are coming into our community, and they are coming from increasingly diverse countries, backgrounds, ethnic groups, and religions. Communities that don’t reach out to newcomers risk having separate and divisive ‘we-they’ neighborhoods. It’s essential to provide the tools that will help immigrants put down roots and become true members of our community.”

A COMMITMENT TO LEARN

Empowerment of local communities is a major goal. Through community-driven design, each plan has developed differently, with each community making decisions about what it will look for as indicators of progress. The initiative provides continuing Spring Institute facilitation and regular cross-learning convenings. It also provides an evaluation, conducted by the Association for the Study and Development of Community, that will describe how community members have come together to collaborate, assess how well their self-identified outcomes are being achieved, as well as seek the pulse of change in attitudes of the broader community toward integration (see evaluation sidebar on the following page).

1. Downs-Karkos, Susan. 2004. *Immigrant Integration in Colorado*. Denver, CO: The Colorado Trust.

Grantees are pursuing many different strategies. Approximately half are adopting an “immigrant integration center” approach, offering resources and referrals. Several other projects have moved into schools with educational liaisons. There are “immigrant friends” programs, community dialogues, and cultural components being added to existing community events. Health, workforce and economic development, and home ownership are among the many issues of interest.

Regular convenings offer Supporting Immigrant Integration grantees an ongoing opportunity for cross-learning. As early as the planning phase, proactive communications training has been of primary importance.

“We wanted to develop key messages early,” says Downs-Karkos. “We all wanted to be able to talk about these sensitive issues using similar language.”

Frank Sharry of the National Immigration Forum provided the communications training, speaking practically to participants about strategy: when and how to engage in public dialogue. And Tamar Jacoby of the Manhattan Institute offered insights into talking about issues from a conservative point of view.

CHALLENGES AND LESSONS IN A NEW GATEWAY

Peer learning has helped grantees deal with emerging challenges. For instance, some projects have found it difficult to engage Asians and other ethnicities beyond Latinos. Even among Latino participants, sustained participation and leadership development have been hurdles among a population that generally works long hours and multiple jobs to support their families. Business partners have been shy to participate, wary of issues that touch upon the undocumented. Collaboratives have struggled with who will speak on behalf of the project and when collaborative members are speaking as individuals.

THE COLORADO TRUST: ONE APPROACH TO EVALUATION

The evaluation of The Colorado Trust’s SIRFI Immigrant Integration Strategy is guided by three questions:

1. How did communities form collaboratives to support immigrant integration?
2. Were the outcomes identified in the community plans achieved?
3. Was there an increased sense of immigrant integration among collaborative members or community stakeholder groups, among individuals served directly by the immigrant integration projects, and among residents (both immigrants and longtime residents) of participating grantee communities?

Planning for the evaluation began in 2004 at the same time that other parts of the Immigrant Integration Strategy were being conceptualized (e.g., technical assistance and the Request for Proposal). The evaluation will continue until 2010.

EVALUATION ACTIVITIES INCLUDE:

- Review of written documents by grantees (e.g., proposals, implementation plans, logic models, newspaper articles).
- Interviews and observations from annual site visits to the communities.
- Annual survey of all collaborative members.
- A community survey of a stratified sample of immigrants and non-immigrants in each of the ten communities in 2005, 2007, and 2009.

The evaluation’s progress and findings are shared with The Colorado Trust and the Spring Institute (which provides facilitation for the Immigrant Integration Strategy) on an ongoing basis at regular meetings and retreats where they reflect on the findings, lessons learned, and challenges. The Spring Institute facilitators also share the information generated by the evaluation with grantees as they guide them through the implementation and improvement of their immigrant integration initiatives. Additionally, the evaluation team presents its findings at annual grantee meetings and works closely with the foundation’s director of evaluation to identify opportunities for disseminating the findings and lessons learned to help inform the field.

For the communitywide planning component of the Immigrant Integration Strategy, the evaluation team surveyed collaborative members who participated in the planning process in each of the ten communities. The survey questionnaire solicited information about shared vision, communication and decision-making processes, nature of any disagreements, facilitating and challenging conditions, and benefits of their participation. The evaluation team also interviewed key collaborative members to find out more about each collaborative’s accomplishments, and how their participation may have led to new and improved relationships and unanticipated changes in their organizations. In addition, the evaluation team compiled information about the number and type of sectors represented in each collaborative.

And of course this initiative has been launched—quite courageously and professionally in the view of many in the broader philanthropic community—in a new gateway state in which far-right conservative voices have occupied center stage.

“A big lesson for us,” says Downs-Karkos, “is that flare-ups will happen.”

One story involving a grantee of the Supporting Immigrant Integration initiative made it from the local paper in Longmont, Boulder County, through *The Associated Press* to the *Rocky Mountain News* and on to *The New York Times*. The piece focused on the community debate surrounding the Longmont City Council's decision to hire an immigrant integration coordinator as a component of its plan. Part of the “flare” that carried the story so far was a suggestion at the collaborative meeting that undocumented immigrants should be considered as candidates for the position. While the idea

did not gain traction, it certainly stirred the debate. The Boulder coalition is in favor of debate and has brought in the Study Circles Resource Center to encourage community dialogue.

“The fact is,” says Longmont's Mayor Julia Pirnack, as reported in *The Times*, “people are here, they exist in the community, and ignoring them, I think, would be a worse mistake.”

Susan Downs-Karkos and her colleagues at The Trust are aware that they must stay on top of both the media's heightened interest and the politics (a record number of immigrant-related bills being considered by the state legislature and a big anti-immigrant proposition on the ballot for November 2006). Yet for all of the seeming harshness surrounding the issue, the initiative is helping positive things happen in Colorado communities. Downs-Karkos is not the only person who “feels like we're at a turning point; there is so much more awareness today,

“So much of this is in the timing. We have been able to get ahead of the curve.”

**—Susan Downs-Karkos
Senior Program Officer
The Colorado Trust**

so many more foundations taking interest.” In the fall of 2005, for instance, a group of funders began meeting in Denver for monthly discussions on immigrant issues.

“So much of this is in the timing,” Downs-Karkos reflects. “We have been able to get ahead of the curve.”

Getting ahead of the curve is possibly one of the better indicators we have to assess foundation vision and leadership.



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ECONOMY, COMMUNITY & IMMIGRANT INTEGRATION

THE WORLD IN AUSTIN, MINNESOTA

READY TO LEARN, WILLING TO WORK

In March 2005, The Minneapolis Foundation gathered more than 650 community leaders in a town-hall-style meeting, aided by high-tech video presentation, emailed queries, and interactive audience questions for statistical analysis on the big screen. It was the first in the 2005 Minnesota Meeting series which aimed to spark “a candid conversation based on facts” toward the goal of “shaping a statewide immigration agenda.”

Some of the facts: Immigrants and refugees currently comprise five percent of Minnesota's population, compared to 30 percent in 1900. During the first 38 years of the state's history, non-citizens were permitted to vote in state and local elections. In 1896, there were nine languages on the state ballot.

Small comfort to police officers in the Twin Cities who nowadays must call the AT&T language lines to communicate with the increasingly diverse population they are sworn to serve. Less so for natives who feel 1896 is ancient history and find their Minnesota niceness wearing thin under what they perceive to be rapid and unsettling change in their traditional culture.

One of America's “new gateway” states, Minnesota's immigrant population more than doubled in the 1990s. Refugees have resettled from wars in Southeast Asia and Africa. Migrants have arrived for work from Mexico and Central America.

Much of Minnesota's economy is based on agriculture and agricultural processing, and many of the newcomers have taken jobs in the meat-processing industry. For Bonnie Rietz, one of the speakers at the Minnesota Meeting and mayor of the small meatpacking town of Austin, Minnesota, this reality hits home. From “one or two black families” in the 1970s, Austin's population of 24,000 has grown to some 12 percent immigrant and refugee today, up from five percent in 2000.

Recognizing this new diversity, Mayor Rietz is one of the many Austin leaders who, with imagination, compassion, energy—and the help of local foundations—have created progressive policies and programs for immigrant integration. The story of these projects deserves to be broadcast widely. Yet the full story of Austin, as all of the town's native-born know well, is layered in complexity. The promise of Austin's new demography sits within the often painful changes of its new economy.

THE STRIKE OF THE DECADE

German immigrant George Hormel settled in Austin in 1887, back when newcomers could vote in their own language. He opened a butcher shop then built a meatpacking plant. The George A. Hormel Company, which processed pigs, became Austin's primary employer. When George passed the business to his son Jay, the pork-cutting assembly line was passing to a second generation of native-born Austin residents.

Hormel was a benevolent employer. Thanks to its agreements with the United Food and Commercial Workers Union (UFCW) that represented the workers, Hormel was the highest-paying meatpacking plant in the country. Workers and their families sustained a middle-class lifestyle on the company's wages and benefits.



© Stephen Allen Photography

Propelled in part by the forces of globalization, the meatpacking industry underwent major structural changes in the early 1980s—and so did Hormel. The company modernized its meatpacking plant and moved to significantly reduce wages. In response, Local P-9 of the UFCW called a strike.

It was the union-busting era of the 1980s. Coming from progressive Minnesota, the strike took on national significance. It became known as the strike of the decade. At a pro-union rally, on the speaker's platform, young Senator Tom Harkin of Iowa met for the first time a progressive college professor named Paul Wellstone, who would later earn a seat in the U.S. Senate.

Six months after the strike was called, some workers began crossing the picket line. When they were locked in by picketing strikers, Minnesota's Democratic Governor called out the National Guard. The wife of Hormel's president took a bodyguard with her to the beauty parlor.

Those who lived through the Austin strike tell of what can only be described as a civil war. Husbands and wives, fathers and sons found themselves on opposite sides of the line. After a year, the strike was broken, and workers ratified a new union contract with Hormel.

Hormel Foods Corporation, which the world now knows under additional brands such as Jennie-O and Dinty Moore as much as for its infamous SPAM, stepped up to the international corporate stage. The old Hormel Company, in the words of a current town leader, was "a good thing that no longer exists." Many of the former meatpacking workers forever lost their previous standard of living, says Roger Boughton, a retired Riverland Community College administrator and one of the current native-born leaders who have built the town's programs to integrate immigrants.

SHOOTING FOR A SOFT LANDING

Hormel's corporate leadership believed that either the plant would have to move to find lower-paid labor, or the lower-paid labor would move to the plant. Austin's demography was destined to diversify.

Today, immigrants comprise 83 percent of the Hormel workforce. A majority comes from Mexico and Central America, but workers also hail from Sudan, Croatia, Bosnia, Eritrea, Togoland, Vietnam, Korea, and Laos. Many have traveled "the loop" of the meat-processing labor force throughout rural America, working at Smithfield, Farmland, Swift, or ITB Tyson plants before arriving in Austin. At Hormel, the workers, through UFCW representation, have secured decent wages and benefits that give them economic stability and ease their integration into the community.

In response to the influx of newcomers, Austin residents have undertaken voluntary efforts to make the town a success story for newcomer integration. It had begun, really, well before the strike. As the first refugees from the Vietnam War began arriving in Minnesota, local leaders formed a sponsorship committee—they called themselves Amis Austin—to resettle new Vietnamese and Hmong Americans in their town. "We were the social services," says community college foreign language and ESL teacher Sue Grove. Amis Austin helped refugees get

social security cards, to find dentists and apartments. They organized rides to schools and visited delivery rooms.

As the newcomer Hormel labor force began to arrive in town in the 1990s, that same community spirit mobilized itself. In 1999, Bonnie Rietz got talking with Jerry Anfinson, treasurer of the Hormel Foundation. They and another leader, Pat Ray, later convened a group of 60 residents to identify the top issues that the new diversity was bringing to Austin. From that gathering, Apex Austin was born. The effort eventually led to seven committees and upwards of 200 people working on strategies in transportation, housing, education, and child care, among others.

"We were looking for a soft landing," says Anfinson. "If you wait for things to happen, you're too late."

A FOUNDATION'S FIVE MILLION DOLLARS

In particular, Anfinson wanted to attract immigrant families to Austin. He took Apex Austin's ideas back to the Hormel Foundation, and philanthropy stepped in to support the collective energies of the community's leaders.

"What if we start with \$10 million from our corpus for the support of projects to help immigrants get settled in the community?" asked Treasurer Anfinson.



© Daranee Petsod



"What if we start with \$5 million," answered Foundation President Dick Norton. Anfinson gladly accepted.

That investment, Anfinson estimates, has now leveraged upwards of \$50 million in federal, state, county, and city funds in support of some of the nation's most imaginative projects for newcomer integration. Among the programs that have come out of Apex Austin:

Affordable Housing. The city contributed \$1 million in land, and Hormel invested \$2.25 million to build the 700-unit Murphy's Creek housing development. When new owners have accumulated equity in the development, they can buy an adjacent lot for \$1 and build their own single-family home. Murphy's Creek is approximately 25 percent newcomer, and the development had an unintended side effect of helping to integrate downtown Austin. Many native-born school teachers and early-career professionals moved in, opening up large old homes scattered throughout the city, which many immigrants now occupy.

Transportation. Many immigrants on the cutting line at Hormel, Apex Austin learned, had no reliable way to get to work. The Foundation and the citizen leaders teamed up with the city and the county to create a new small-bus route and to build a new public transportation terminal.

Child Care. The Foundation helped a local community organization purchase the historic Catherwood Home and turn it into a "24/7" child care and parenting resource center, where the children of Hormel workers from every shift can learn and play in a safe environment.

English as a Second Language. Enrollment had been forecast to decline in Austin's public schools. Newcomer kids have held enrollment steady, but they've brought English-language learning needs. With support from the Hormel Foundation, the schools have adopted a program that had been piloted with Hmong youth in the Twin Cities. Students spend their first year in half-day Spanish-language instruction for content learning, half-day ESL for integration, before being mainstreamed in year two.

Global Volunteers. When teachers began noticing that students were losing their English during vacation, Austin's leaders brought in—and joined in—the Global Volunteers program to provide mentorship, field trips, and language practice during one week of the summer. Volunteers from around the country (they pay \$500 to participate) work with Mexican, Bosnian, Sudanese, Russian, and Ukrainian children. Hormel provides support.

The Welcome Center. This jewel in Austin's immigrant integration crown was launched in June 2000 with gradually decreasing annual support from the Hormel Foundation. Liliana Silvestry, a Puerto Rican American who, by all accounts, is an "absolute crackerjack," was recruited from South Bend, Indiana to serve as the Welcome Center's founding executive director. The Welcome Center seeks "to connect newcomers to the resources and information that will facilitate their becoming part of our community, and to provide programs and services that will promote self-sufficiency and multicultural understanding." Some 350 immigrants per month avail themselves of Welcome Center services, from housing and employment referrals (85 percent of the contacts) to translation of personal letters.

PROUD WEARERS OF THE PINE CONE

Hormel is not the only philanthropy that has partnered with Austin leaders in support of these programs in immigrant integration.

The Blandin Foundation, located 300 miles north in Grand Rapids, Minnesota, works to strengthen rural communities throughout the state. In addition to its grantmaking, the Foundation has run the Blandin Community Leadership Program (BCLP) for the past 20 years. Groups are brought together to participate in a curriculum that includes community projects, as well as a five-day and a three-day residential component.

Blandin took this core leadership program into Austin immediately after the strike, and it is not a stretch to say Apex Austin was one of the outcomes of the training. That same Hormel president's wife with the bodyguard—and the president of the union—were both participants. Five cycles of Blandin's programs have come through Austin, and the sixth is on the horizon.

Four years ago, responding to the state's increasing rural diversity, Blandin created Partners in Leadership (PIL), to draw newcomers from diverse cultural traditions into leadership networks. Graduates can go on to participate in BCLP.

Bonnie Reitz, Roger Boughton, Liliana Silvestry, and Sue Grove have all participated in Blandin's programs (they call themselves, referring to the Blandin logo, "proud wearers of the pine cone"). Another alum is Carlos Quirindongo, who has worked on the cutting line at Hormel, and subsequently, as a translator for the UFCW local and as Hormel's employment manager. Quirindongo's project with PIL helped to institute an annual Austin ethnic festival, now in its fifth year, drawing 3,000 people. Sue Grove calls PIL "one of the most fantastic" experiences she has ever had.

With support from the Hormel Foundation and the Wilder Foundation, located in the Twin Cities, Austin's leaders turned most recently to focus groups of newcomers to identify the issues that still need tending to. They are currently at work on developing English and Spanish language programs, addressing cuts in social services, and working on community attitudes.

"In 2000, we were expecting to lose population, and we didn't. We would much rather have the challenge of integrating new people than the challenge of a city that is dying."

—Mayor Bonnie Reitz
Austin, Minnesota



Liliana Silvestry of the Welcome Center and Mayor Bonnie Reitz.

WELCOMING THE CHALLENGE OF INTEGRATION

In Austin, immigrant workers have found a town not without its challenges, not without those who would prefer the days when Austin's ancestors were solely European and the economy was local, not global in nature. But they've also found a place that has worked to build programs and institutions devoted to the notion that integration is a two-way process.

Those native-born who have joined with the newly-arrived to develop Austin's immigrant integration ethos are immensely proud of their town. "I have Austin stamped on my rear end," says Jerry Anfinson. To Roger Boughton, it is "a great community to raise children in, a great spirit."

The effort to share this family-friendly spirit with Austin's newcomers has clearly invigorated the old-timers. To other towns—and other foundations—their accomplishment offers a model of what is possible.

At the Minnesota Meeting, Mayor Rietz put it this way: "In 2000, we were expecting to lose population, and we didn't. We would much rather have the challenge of integrating new people than the challenge of a city that is dying."

HELPING MINNESOTANS FIND COMMON GROUND

INITIATIVES OF THE
MINNEAPOLIS FOUNDATION

[www.minneapolis
foundation.org](http://www.minneapolisfoundation.org)

Some recent immigrants to Minnesota think it's a rather cold place.



And they don't mean the weather.

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Maybe you're just not sure what to make of all these new Minnesotans bringing in all these strange new cultures and customs.



But hey, have you ever really thought about lutefisk?

© The Minneapolis Foundation

The Minneapolis Foundation has a long history of challenging Minnesotans to view tough issues from a new perspective and encouraging community response. Not an institution that shies away from controversial issues, the Foundation has tackled immigration issues head-on throughout its 90-year history.

As early as 1925, ten short years after its founding, The Minneapolis Foundation supported a community-relations campaign on immigration. "Give Them a Welcome" sought to combat the hostility that immigrants were facing at that time. In the 1930s, the Foundation was at the forefront of funding resettlement services for new immigrant populations. It continues that work today by calling public attention to immigrant issues and the contributions newcomers make to society.

The Foundation's "Minnesota, Nice or Not?" campaign, launched in 1999, focused on educating Minnesotans on the growing numbers and diversity of immigrants who are now part of the community. This award-winning campaign combined the Foundation's toolkit of strategies: grantmaking, convening, and public advocacy. Its advertising campaign included a brochure, a website, radio and print ads, bus shelter posters, and other vehicles. The provocative ads ("Some recent immigrants to Minnesota think it's a rather cold place. And they don't mean the weather.") stimulated rich community conversations about the treatment of immigrants and their role in an increasingly diverse Minnesota.

"When we introduced the advertising campaign, we had no way to predict whether it would have any kind of impact or if it would even be noticed," says Emmett D. Carson, president and CEO of The Minneapolis Foundation. "We launched it over a weekend with coverage and an ad in the local paper. By Monday morning, our phone system had crashed, overloaded with hundreds of messages, including congratulations, requests for the brochure, and some pretty angry response as well. So, we knew we'd pushed some buttons.

Seven years later, we still get requests for copies of the ads, and there is continuing interest—and controversy—about immigration and public policies."

Responding to that continuing interest and controversy, the Foundation, in 2005, launched its latest effort to foster candid, ongoing discussions on immigration based on facts over fear and false assumptions. With numerous partner organizations, the Foundation published "Immigration in Minnesota: Discovering Common Ground" and organized the 2004-2005 Minnesota Meeting series around shaping a state agenda for immigration. The series engaged hundreds of community, civic, business, nonprofit, and government leaders. In addition to deepening their understanding of immigration issues, the Minnesota Meeting challenged these leaders to work individually and collectively to help the state address the challenges—and reap the benefits—of immigration.

Building on the statewide immigration conversations, the 2005-2006 Minnesota Meeting series tackles another tough and related concern: racial disparities. The Foundation's choice of issues for these statewide discussions reflects its belief that "the well-being of each citizen is connected to that of every other and that the vitality of any community is determined by the quality of those relationships."

The role of The Minneapolis Foundation, Carson believes, appropriately extends beyond that as a grantmaker. "To advance our mission to advocate and promote long-term 'systems change,' we must address core community issues like immigration and racial disparities," says Carson. "Our public awareness work is focused on promoting inclusive dialogue, advocating for fair policies, and eliciting viewpoints which often go unheard in public debate. It seems that even after nine decades, our work has just begun."

**FROM CRISIS TO A
COMPREHENSIVE
INTEGRATION MODEL**

**WHAT LOCAL
GOVERNMENTS CAN
LEARN FROM SANTA
CLARA COUNTY**

www.immigrantinfo.org

The Silicon Valley, which catapulted to fame during the dotcom boom, is known worldwide for its abundant high-tech industries, but it is also the proud home to one of the most comprehensive and significant immigration integration programs in the country: Santa Clara County's Immigrant Relations and Integration Services (IRIS).

Santa Clara County has the third largest immigrant population by county in California, boasting more than 600,000 immigrants. Its largest city, San Jose, whose population today nears the one-million mark, was over 80 percent white in 1970. By 2000, reflecting the influx of both high-tech and low-skill immigrant workers, the white population was less than 30 percent.

Responding to demographic realities and recognizing that the integration of immigrants is crucial to the region's continued vitality, Santa Clara County, led by visionary officials, developed an innovative and comprehensive program that has become a national model.

"I see it as being an excellent model of the way local government and community-based organizations can work together to support the integration of immigrants

in a local community," says Lina Avidan, program executive at the Zellerbach Family Foundation. "The way they have done that has not only improved public policies and support for immigrant-serving organizations; I think it has helped public officials understand the immigrant experience and appreciate the contributions immigrants make."

The original impetus for the County's immigrant integration efforts was the 1996 federal welfare reform legislation, which drastically reduced the eligibility of lawful immigrants for federal means-tested benefits. Although legal immigrants nationwide made up only nine percent of public benefits recipients, they shouldered 43 percent of the cuts. In Santa Clara County, this translated into 36,000 legal immigrants losing their Food Stamps and 15,000 elderly and/or disabled immigrants losing their Supplementary Security Income (SSI).

"A number of us convinced the Board of Supervisors that it would be wise to invest in a citizenship application assistance program so that legal immigrants could reestablish eligibility on the federal level for Food Stamps and SSI," says Richard Hobbs, director of the Santa Clara County Office of Human Relations and a key leader behind the County's immigrant integration efforts.

To aid with this effort, the Northern California Citizenship Project, with funding from philanthropist George Soros's Open Society Institute and over a dozen Bay Area foundations, made a \$1.2-million grant to Santa Clara County. The grant allowed the County to develop a citizenship program that provided citizenship information to 51,000 legal immigrants in its first year.



© Santa Clara County Office of Human Relations

"This funding provided the seeds that blossomed into our current program and motivated the County to commit funding and resources to addressing immigrants' needs," Teresa Castellanos, IRIS program coordinator, says.

The citizenship program laid the groundwork for more expansive efforts involving leaders from the faith-based, labor, and other sectors. Responding to immigrants' needs and contributions, these efforts seek to facilitate the integration of newcomers into the community.

"Just because you're an immigrant doesn't mean you understand other immigrants here. The idea was to highlight the contributions of each community, not just dispel stereotypes."

—Teresa Castellanos
IRIS Program Coordinator

Santa Clara County began the planning process by conducting the most comprehensive study on the needs of immigrants of any county in the United States. Understanding that effective programs must reflect the needs of the community they aimed to serve, the study, implemented in 1999 and 2000, assessed the motivation to immigrate, health care access, criminal justice, workplace conditions, and more through community meetings, focus groups, surveys, and other research methodologies. Over 2,500 of the county's immigrants and other residents responded to a 113-question Human Needs Questionnaire that was translated into 14 languages. In addition, 24 focus groups were held, and a number of independent research projects were conducted.

The result was "Bridging Borders in Silicon Valley," a 400-page report that presented numerous recommendations to improve the lives of immigrants and help them become full, participating community members. To put these recommendations into practice, the County expanded the scope of its efforts and renamed its program Immigrant Relations and Integration Services.

"We wanted our name to more fully reflect the scope of the work we do. Our original focus was on citizenship assistance, but we've done a lot of things beyond citizenship and we wanted to consolidate everything under one name," Hobbs says.

IRIS programs encompass leadership development, policy advocacy, community organizing, immigrant cultural proficiency, community education, legal assistance, social services, health services, and criminal justice initiatives (see sidebar on page 51 for an overview of these programs).

But citizenship remains the "heart and soul of where we started" according to Hobbs, who believes that helping an estimated 100,000 low-income immigrants obtain their citizenship is among the most important accomplishments of the Santa Clara County immigrant integration programs.

"Another big success has been intercultural immigrant education. Over two dozen immigrants from the largest neediest immigrant populations in Santa Clara County have received communications and speech training to make presentations regarding the history, customs, challenges, and contributions of immigrants from their countries," Hobbs says. "This is part of the immigrant cultural proficiency initiative in Santa Clara County."



© Santa Clara County Office of Human Relations

Castellanos also believes that IRIS should pride itself on its Knowledge of Immigrant Nationalities (KIN) efforts, which researched and published a guide profiling the rich diversity of cultures in the county. "The KIN project focuses on both the unique experiences and commonalities among different ethnic groups and nationalities," she says, adding, "Just because you're an immigrant doesn't mean you understand other immigrants here. The idea was to highlight the contributions of each community, not just dispel stereotypes."

Avidan, who formerly directed the Northern California Citizenship Project and has watched the Santa Clara immigrant integration program develop over the years, considers the immigrant leadership development initiative to be one of the program's most effective efforts.

It began as an experimental project to enhance the organizing, policy, and media skills of immigrant communities. Since then, it has grown into a three-unit course offered at San Jose City College. Many graduates of the course go on to join the Immigrant Leadership Forum, which engages immigrants in advocating on their own behalf.

"I think it's a great example of how things can start small and become more institutionalized. These kinds of programs need to become the regular way of doing things," Avidan says. In particular, she admires the manner in which the Santa Clara model has synthesized numerous aspects of integration into one overall program.

"Successful immigrant integration takes a multi-pronged approach. You can't just make sure that the police department has cultural competency or that health insurance is provided for all children. It really takes a very comprehensive approach to looking at the ways that families and individuals become fully involved in different aspects of community life," Avidan asserts.

The immigrant integration efforts in Santa Clara were originally financed jointly by public and private funds, but as the number of programs proliferated and the population of immigrants swelled, more of the financial responsibility shifted to the County. Today, IRIS is almost exclusively funded by the County, and Castellanos emphasizes the support IRIS has received from local officials as one of the keys to its continued success. Despite immigration's status as a bed of controversy most politicians try to avoid, the Board of Supervisors in Santa Clara County has consistently championed and promoted IRIS.



© Santa Clara County Office of Human Relations

"We've been very blessed to work in a county where the politicians really want to respond to everyone in the community. They recognize the demographic reality more than the general population does, so they continue to support us even through times of economic difficulty," Castellanos says.

While IRIS has yet to be fully replicated by another county, Castellanos notes that the office frequently fields calls inquiring about how Santa Clara has accomplished its work. Avidan hopes that such programs will emerge in other Bay Area counties, all of which have large immigrant populations. But she points out that local leaders will need to step up to the challenge of promoting immigrant integration. "It takes a very thoughtful, coordinated, long-term commitment by a lot of different players to change the community," Avidan notes. "It doesn't happen on its own, but it's something that's definitely doable."

Castellanos sees no reason why something like IRIS, although an ambitious and extensive enterprise, cannot be realized in other counties, even those with smaller or newer immigrant populations. After all, she observes, Santa Clara had little experience with these matters at the time of IRIS's inception. She encourages communities, especially smaller ones, to connect, share information, and network with those already involved with immigrant integration work.

The need for intentional immigrant integration strategies will become increasingly important as communities across the United States continue to undergo demographic transformation and as the gulf widens between the haves and have-nots. In response, community leaders must take the initiative to develop an inclusive vision that engages multiple sectors in the integration process.

"When large numbers of residents don't understand community institutions or know what their rights are, they are vulnerable and easily exploited. This acts as a 'lowest common denominator' that undermines the quality of life for everyone," Avidan emphasizes. "Healthy communities require the informed and widespread participation of all residents in community life. We need to invest in efforts that aim to make that a reality."

DVD

Watch the DVD The Price of Renewal: Community Policing

Planning and problem solving in demographically changing communities tends to be most productive when immigrants themselves are directly and authentically involved. Meet the first Somali police officer in one major American city, who not only helped calm conflict between his community and the department, but also serves as a resource for building cultural competency among his colleagues.

IRIS PROGRAMS

• **Santa Clara County Citizenship Program** holds two free citizenship days each year in 18 languages, provides legal support, and maintains a trilingual citizenship hotline in English, Spanish, and Vietnamese. The program also funds literacy programs and for non-literate Spanish speakers to learn English, which is necessary for citizenship.

• **Immigrant Leadership Institute** holds a three-unit course at San Jose City College. Over 250 immigrants have taken this course. The curriculum centers around understanding governments and nonprofits, learning about the backgrounds of various counties, and networking with others.

• **Policy Advocacy** aims to influence immigration policy at the local, state, national, and international levels. For example, IRIS participated in successful efforts to establish a state food stamp replacement program for legal immigrants and the restoration of certain benefits to legal immigrants that had been eliminated by the 1996 welfare reform legislation.

• **Community Organizing** comprises the efforts of both county and nonprofit projects: the Immigrant Leadership Forum, Voting and Organizing in Immigrant Communities through Education and Support, and Services, Immigrant Rights and Education Network. These projects work at the federal, state, and local levels to advocate for fair and equitable immigrant-related policies.

• **Immigrant Cultural Proficiency Initiative** centers on Knowledge of Immigrant Nationalities (KIN) of Santa Clara County, an exhaustive study of the 16 largest immigrant groups in the county. The information collected

includes photos, life conditions, country background information, and more. From the KIN study, two programs emerged. Under KIN Ambassadors, more than two dozen immigrants receive training and give public presentations about their home countries to government departments, community organizations, and schools. KIN to KIN is an exhibit that features the background, culture, and contributions of immigrants in Silicon Valley and includes panel presentations on immigrants from 17 countries.

• **Community Education** focuses on increasing newcomers' awareness of topics such as immigrant rights, English classes, workers' rights, domestic violence, child care, access to health services, and the criminal justice system. The County makes \$150,000 in grants annually to community groups striving to educate immigrants on these subjects. In addition, it publishes an immigrant resource guide titled "Immigrants, Responsibilities, and Resources" that covers 23 topics in 11 languages. The County also has a website, www.ImmigrantInfo.org, which lists all ESL and literacy courses offered by community colleges, adult education programs, churches, and community-based organizations. Immigration Legal Assistance is provided through numerous organizations including Catholic Charities, the Center for Employment Training, and attorney-led programs by Santa Clara University and the Asian Law Alliance.

• **Social Services** primarily ensures access to food programs and language access services. The County has invested nearly \$1 million under the "No One Will Go to Bed Hungry" program, which has partnered with the Second Harvest Food Bank and its food suppliers to create

multilingual hotlines, boost the number of ethnic food providers, increase refrigeration capacity, and more effectively meet the dietary needs of immigrant communities. Reflecting its commitment to language access, the County has also expanded translation services and increased the number of bilingual employees in its social services agency and other county departments.

• **Health Services** supports two county-funded programs, Prenatal Care for All, which covers prenatal care expenses for undocumented immigrant mothers, and the Children's Health Initiative, which provides health insurance to all income-eligible children under 18, regardless of their immigration status (see page 110 for more details on this program). The success of the Children's Health Initiative has raised the number of insured children in Santa Clara to 98 percent.

• **Criminal Justice Initiatives** seek to reduce the number of criminal convictions that result from cultural or linguistic misunderstanding on the part of immigrants and law enforcement. One program lets immigrants who have committed misdemeanors such as failure to appear in court or petty theft to opt out of jail time by paying a fine of \$100 and taking a course called "How to Live in America," which teaches the laws and customs of the United States. Making education a two-way process, all sheriffs possess copies of KIN in their patrol cars so that they have a reference for understanding the customs and background of the person being arrested. The Office of the Public Defender also has a public defender who specifically examines the immigration consequences of criminal pleas.

A HERITAGE BUILT AND BUILT UPON

THE STATE OF ILLINOIS LEADS THE WAY TO STRATEGIES FOR IMMIGRANT INTEGRATION

www.illinois.gov
www.icirr.org

OUR FAMILIES, AMERICA'S FUTURE

The 4,000-plus immigrants and refugees filling Chicago's Navy Pier on November 19, 2005, had something to celebrate. The convention that the Illinois Coalition for Immigrant and Refugee Rights (ICIRR) called "Our Families, America's Future" included an impressively diverse gathering of families—Muslims, Latinos, Asians, Eastern Europeans, many more—and a vision for the integration of newcomers into the future of the state that could scarcely have been more bold and concrete.

Surrounded on the dais by immigrant leaders, advocates, and state and national elected officials, Illinois Governor Rod Blagojevich, himself a son of immigrants, signed the New Americans Executive Order.

This policy, the first of its kind in the country, aims to "develop a New Americans Immigrant Policy that builds upon the strengths of immigrants, their families, and their institutions, and expedites their journey towards self-sufficiency. This policy shall enable State government to more effectively assist immigrants in overcoming barriers to success, and to facilitate host communities' ability to capitalize on the assets of their immigrant populations."

The Executive Order created three new entities to help the State develop systemic strategies for supporting the economic, social, and civic integration of immigrants.

"Rather than react to issues," explains Esther Lopez, the Governor's deputy chief of staff, "we want to plan and recognize the realities of today and the realities of 10 years from now."

The first entity, the Office of New Americans Policy and Advocacy, is charged with convening an interdepartmental task force to analyze, initiate, and coordinate policy efforts. It is run from within the Governor's administration.

"Rather than react to issues, we want to plan and recognize the realities of today and the realities of 10 years from now."

—Esther Lopez, Deputy Chief of Staff, Illinois Governor's Office

The second entity is the New Americans Immigrant Policy Council—whose membership of 15 includes Illinois leaders representing business, labor, civic, faith, and philanthropic interests. After consulting with communities across the state and studying key integration issues, the Council will prepare a set of written recommendations for the state to consider.

A National Advisory Council, composed of respected national experts and led by the National Immigration Forum and the Migration Policy Institute, rounds out the group. Its responsibilities include sharing promising practices to inform the planning process and assisting in the nationwide dissemination of the Illinois initiative's findings and recommendations.



*Illinois Governor Rod Blagojevich signs
the New Americans Executive Order*

THE CULMINATION OF A SERIES OF STATE PARTNERSHIPS WITH ICIRR

The Executive Order is the most dramatic partnership the State has developed with ICIRR. It builds on a series of programmatic collaborations between Illinois and this coalition of some 130 dues-paying organizations, including immigrant and refugee service organizations, community organizing groups, ethnic associations, unions, and religious and educational institutions.

A recent example is the bipartisan Joint Legislative Task Force on Immigrants and Refugees, lobbied for and staffed by ICIRR. It resulted in the New Americans Initiative, a \$3 million multi-year state fund to promote naturalization by supporting citizenship preparation, legal screening, and assistance in filling out applications. The Initiative, which aims to assist 20,000 newcomers annually, is administered by ICIRR in cooperation with the Illinois Department of Human Services (IDHS).

Such state-community partnerships are rare and much admired around the country. “These partnerships,” says Grace Hou, assistant secretary of IDHS, “are designed to address challenges in immigrant communities that neither government nor the nonprofit sector can solve alone.”

Philanthropy, too, has played an important supporting role in this endeavor. The Executive Order received substantial support from the John D. and Catherine T. MacArthur Foundation and Carnegie Corporation of New York for planning, implementation, and dissemination. Josh Hoyt, ICIRR’s executive director, credits early foundation support for enabling the coalition to pursue discussions about coordinated strategies with high-level government officials including Hou and Lopez. Out of these conversations, the idea of the Executive Order was born.

The right political circumstances also made a critical difference. In 2002, Illinois elected its first Democratic Governor in 26 years, a man who placed immigrant community leaders, like Hou and Lopez, in key positions of his administration; who identifies with his immigrant parents; and who told the crowd assembled at Navy Pier, “I have been blessed with the American Dream and every day as a governor I think of what I can do to make the American Dream real for everyone.”

BUILDING ON A LONG HERITAGE OF OUTREACH, ORGANIZING, VISION

Yet, all of those responsible for this key victory, particularly the leadership, staff, and coalitional colleagues at ICCIR, emphasize that the work stands on the shoulders of decades of earlier effort by visionaries in both the public and private sectors and affiliated with both major political parties.

Chicago has drawn newcomers since the first great wave of immigration at the end of the nineteenth century. It has been a laboratory for civic outreach and civic activism in the integration of immigrant populations. The eight-hour workday, for example, is partly due to the activism of Chicago immigrants. Their integration was supported by religious institutions and community organizations, most notably Jane Addams’ Hull House, a leader in the Settlement House movement, and its offspring, the Immigrants’ Protective League. In the twentieth century, the city spawned community organizing groups, drawing European immigrant workers into organizing and advocacy efforts and branching into major networks, such as Gamaliel and the Industrial Areas Foundation, which remain active in the state today.

As refugees from Southeast Asia began resettling in Illinois in the 1970s, the State joined this heritage by creating its own pioneering programs to promote



© Illinois Coalition for Immigrant and Refugee Rights

newcomer integration. It began with the establishment of the Bureau of Refugee and Immigrant Services (BRIS) within IDHS to provide state leadership and coordination on refugee and immigrant issues.² With Ed Silverman at the helm since its inception, BRIS sought partnerships with community, civic, and philanthropic institutions. It also leveraged state funds and directed federal support to mutual assistance associations (MAAs) and other ethnic-based community groups, building grassroots strength among an infrastructure of newcomer-owned institutions.

Taking leadership through the 1995 Refugee and Immigrant Citizenship Initiative, BRIS supported 35 agencies statewide to assist newcomers to naturalize, the first-ever state-funded program of its kind. And it was Silverman’s office that, in the same year, initiated the Illinois Immigrant Policy Project to stimulate research and recommendations about state immigrant policy.

Joining 26 local and national foundations, BRIS contributed \$2 million in state monies to the Fund for Immigrants and Refugees, a five-year funding collaborative that addressed the disproportionate impact of welfare reform on immigrants and refugees in metropolitan Chicago.

2. BRIS’ initial focus, however, was on the resettlement of refugees from Southeast Asia, Africa, and Eastern Europe.

And in partnership with ICIRR and over 30 other organizations across the state, BRIS created the Outreach and Interpretation Project in 2000 to help newcomers gain access to public benefit programs available through IDHS.

All these efforts had bi-partisan support: the governor's mansion was in firm Republican control, while Democrats generally dominated both houses of the state legislature.

MULTI-SECTOR COLLABORATION

To be sure, the momentum that propelled Illinois to its leading role in immigrant integration cannot be attributed to a single person, agency, or coalition. Too many players have been instrumental to laying the groundwork and building the momentum.

The Jewish Federation of Metropolitan Chicago, for example, worked with ICIRR following the 1996 change in federal welfare and immigration laws to create and make permanent a \$6-million line item in the state budget for services to assist immigrants who lost eligibility for federal public benefits.

The Illinois Latino Caucus lent its growing political power. Many Caucasian politicians in Illinois, particularly those representing metropolitan Chicago, still feel a strong connection to their immigrant roots. And advocacy by community organizations—among them Centro Sin Fronteras; the Coalition of African, Asian, European, and Latino Immigrants of Illinois; and the Council of Islamic Organizations of Greater Chicago—also helped build momentum.



© Vincent Piers/Daily Herald

March for Immigrant Rights, Fall 2005

In 2003, the Chicago Council of Foreign Relations (CCFR), which had never before examined the issue of immigration, convened an independent task force of business, civic, and community leaders to analyze the impact of immigration on the Midwest. The non-partisan panel was co-chaired by former Republican governor, Jim Edgar; former INS commissioner, Doris Meissner; and Chicago business leader, Alejandro Silva. The task force produced recommendations for reforming the U.S. immigration system and developing integration policies consistent with the country's economic needs and values. Its 2004 report, "Keeping the Promise: Immigration Proposals from the Heartland," provided a framework that the business community and other "non-traditional" supporters of immi-

grants could use to engage in public policy discussions on issues affecting immigrants.

Philanthropic support and leadership played a crucial role in building widespread interest in immigration and immigrant integration. Following are only a few examples; many more individuals and institutions than can be mentioned have played important roles.

- The Fund for Immigrants and Refugees, a collaborative of 27 funders including the State, made \$6.8 million in grants to 66 organizations between 1997 and 2002 in support of citizenship services, legal services, policy and advocacy, community organizing, and health access projects.

DVD

Watch the DVD *The Price of Renewal: Community Clinic*

When redevelopment is eminent, how are communities with large immigrant populations weighing their priorities? Observe a tense, ultimately triumphant, community planning meeting where advocates are making the case for a bigger health clinic that will serve mostly uninsured Mexican, African, and South Asian families—instead of another high-end food store.

- CCFR's immigration task force was funded by the Robert R. McCormick Tribune Foundation, the John D. and Catherine T. MacArthur Foundation, Carnegie Corporation of New York, the Joyce Foundation, and Motorola, Inc.

- The Fry Foundation, the Community Memorial Foundation, and the Michael Reese Health Trust supported a collaboration between IDHS and the Sargent Shriver National Center on Poverty Law to develop a comprehensive plan for access to IDHS services by limited English speakers (see "Promising Practices on Language Access" for details).

- The two co-chairs of the New Americans Executive Order's Policy Council are Ngoan Le, senior program officer at the Chicago Community Trust and Juan Salgado, president of ICIRR.

The involvement of philanthropy reflects a collaborative approach that Illinois advocates have long taken and define broadly. "We've been intentional in building alliances with labor, business, Republican leadership, African-American leaders," says Hoyt of ICIRR.

THE IMPORTANCE OF CIVIC PARTICIPATION

Active immigrant civic participation—with a focus on finding common cause among diverse immigrant communities—is highly valued at ICIRR. In March 2005, the coalition was among the

many immigrant organizations that helped organize a march for immigration reform. The march turned out more than 300,000 participants and inspired other rallies and marches in dozens of cities across the United States.

"Government can't always be about saying no; sometimes it has to be about saying yes.... If we work together, we'll be able to do things we've never done."

—Esther Lopez, Deputy Chief of Staff, Illinois Governor's Office

For ICIRR, an important goal is to convert this show of numerical strength into votes, particularly in the Chicago suburbs and downstate, where immigrant voters, in Hoyt's term, are the new "soccer moms" of swing politics. For the 2004 election, the coalition registered 27,000 new immigrant voters and brought 65,000 voters to the polls, including many first-time voters. Banners at the March 2005 immigration-reform rally proclaimed, "Today we march. Tomorrow we vote!"

ROLE FOR THE STATE

"If we know that immigrants become integrated by becoming civically engaged, what is the proper role of the state?" Hoyt asks. Service is important, and ICIRR and others have worked hard to get those services provided, but Hoyt believes the state needs much more than "a giant list of social service programs."

"I think we have a unique opportunity here in Illinois," says Lopez, the Governor's deputy chief of staff. "Government can't always be about saying no; sometimes it has to be about saying yes.... Of everything on our list in the State of Illinois, [immigrant integration] is our number-one priority. If we work together, we'll be able to do things we've never done."

This was the message of the ICIRR convention at the Navy Pier. It is the aspiration of the New Americans Executive Order.



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ICIRR Convening, November 2005

EVALUATING COMMUNITYWIDE PLANNING EFFORTS

Initially, the evaluation of communitywide planning may focus on the process of collaboration by examining the following elements, which also reflect the planning effort's outputs:

- The types of institutions, by sector and area of influence (e.g., a mayor's office is more influential in the public sector, while the immigrant advocacy group may have more credibility in the immigrant community).
- Background of individuals involved, by sector, demographic characteristics, and influence (e.g., the Latina grandmother who is trusted by Latina women in the community, and the Caucasian judge who is respected in the legal sector).
- Levels of involvement, as well as formal or de facto sharing of power (e.g., decision making and/or input only, executive committee, and/or subcommittees).
- Methods of engagement (e.g., simultaneous interpretation, drawing out of quiet participants, assisting the overly-enthusiastic to step back).
- Process for decision making, handling disagreements and conflicts, and determining goals, strategies, and actions.

With time, however, the evaluation can shift to how the planning process has impacted particular outcomes related to immigrant integration as a whole, thus establishing the connection between the above elements with the goals attained and other unanticipated outcomes (see figure at right).

The outcomes described in the following chart can be observed among participants of the planning process as well as in the larger community. It is likely that the former will happen first. Here are examples of ways to determine if the outcomes occurred:

- Frequency of contact and reason for contact (e.g., joint sponsorship of events, joint organizing campaign) between two or more participants, particularly between receiving and immigrant community leaders, beyond what they do together in the planning process.
- Improved and widespread practices that facilitate the involvement of immigrants (e.g., change to more convenient meeting times, use of translation equipment at meetings, availability of childcare and transportation).

- Increased presence of representatives from a variety of sectors and immigrant groups at meetings and events.

- More immigrants in leadership positions (e.g., committee chair, convener, board member).

- Increased satisfaction with the ability to participate (e.g., voting, influence over decisions, new and strengthened relationships, dialogue, advocacy).

- New and improved strategies that are more culturally relevant (e.g., dissemination of information through less traditional avenues such as the bulletin board in the Latino market, use of ethnic media to promote healthy eating).

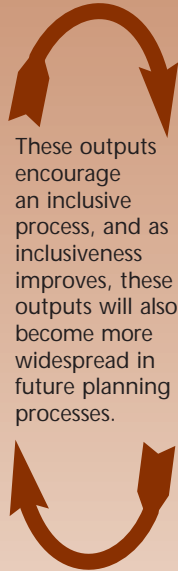
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EVALUATING COMMUNITYWIDE PLANNING EFFORTS

OUTPUTS

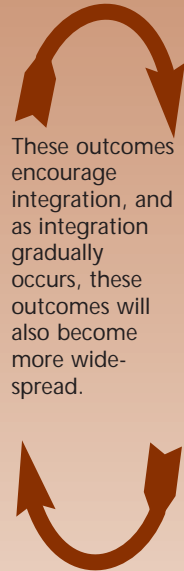
- Equal participation of institutions and individuals from receiving and immigrant communities (agency- and community-based).
- Clear process for making decisions and handling disagreements and conflicts.
- Strategies for communicating to members and larger community.
- Shared understanding of goals and objectives.
- Clear roles for participants.
- An action plan.



OUTCOMES

Among planning process participants and in larger community:

- Increased involvement of immigrant leaders in decision making.
- Increased exchange of information and resources across sectors and among organizations and individuals.
- Better understanding of unique and common concerns and solutions (e.g., improved policies and conditions to facilitate English language acquisition).
- Increased cross-cultural interaction and understanding, and reduction in prejudices.
- Changes in the way organizations and leaders work together.
- Increased and deepened relationships across cultural boundaries.
- Changes in policies, procedures, and practices within participating organizations.



IMMIGRANT INTEGRATION

Promising Practices in Language Access

“It is not easy for people to learn a language overnight; for most of us, it takes awhile. In the meantime, immigrants and the receiving community need to communicate with each other. If their children are in school, it is really important to get the parents involved, and the only way to get parents with limited English skills involved is to communicate in their native language.

“Everybody benefits if parents are helping their children to do better in school. Everybody benefits if newcomers know how to access police services, if working immigrants know how to pay their taxes, if senior citizens know how to vote. Investing in language services makes it possible for new immigrants to participate and contribute to our community. Ultimately, such investments are to society's benefit.”

—Judy Chu, California Assembly Member, 49th District

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INTRODUCTION

Almost 14 million U.S. residents, including nearly half of all immigrant workers, have limited English proficiency (LEP).¹ Learning English, especially for adults, is often a challenge that can take years to accomplish, particularly since many low-income immigrants hold multiple jobs to support their families and have limited time for English classes. Receiving communities should understand that certain segments of the immigrant community—the elderly, people with disabilities, and immigrants who are not literate in their native languages—will have great difficulty learning English and may never achieve full proficiency. However, the vast majority of immigrants are highly motivated to learn English and recognize the importance of good English skills to their success. As these immigrants make the often-difficult transition toward English proficiency, receiving communities have a strong interest in ensuring that lack of English skills does not increase social or economic isolation, barriers, or disparities for their newest members.

The integration of immigrants into local communities can be strengthened when newcomers, including those with limited English proficiency, have access to government services that help them meet basic needs and become self-sufficient. In fact, government agencies that receive federal funds are required to provide language access to their LEP clients.² In some instances, government agencies' inability to communicate with LEP immigrants has had dire consequences.

An 80-year-old man suffering from congestive heart failure, colon cancer, high blood pressure, and dementia died within 24 hours of being taken into police custody because the corrections officials could not communicate in his native language and were unaware of his medical conditions. The man's wife tried to explain that her husband was sick and needed medical care, but neither the police nor nursing staff understood her Cantonese.³

In addition to the direct impact on immigrants themselves, language barriers to government agencies and services can affect the well-being of the broader community. Untreated illnesses and unsolved crimes can endanger public health and safety. Immigrants' inability to report workplace abuses can depress wages and deteriorate work conditions, lowering the standards for all workers, particularly those in low-wage industries.



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1. Capps, Randolph, Michael E. Fix, Jeffrey S. Passell, Jason Ost, and Dan Perez-Lopez. 2003. *A Profile of the Low-Wage Immigrant Workforce*. Washington, D.C.: Urban Institute. (Analysis of 2000 Census data found that 47 percent of immigrant workers were limited English proficient, i.e., spoke English less than "very well.")
2. See, e.g., Title VI of the 1964 Civil Rights Act. 42 U.S.C. Section 2000d.
3. Van Derbeken, Jaxon. 2001. "Death in a Cell: How Sick Man Spent Final Hours in SF Jail." *San Francisco Chronicle*, September 26, sec. A.

Although primary responsibility lies with government agencies, foundations can play an important role in catalyzing efforts to make publicly funded services more accessible to LEP individuals. Foundations can:

- **Convene stakeholders to identify language barriers in public services and to advance policy solutions.**

Stakeholder groups include policymakers, community advocates, service providers, and immigrant organizations.

- **Provide planning grants to help government agencies conduct assessments and develop effective language access policies and practices.** Efforts that involve collaboration among immigrant organizations and government agencies are especially promising.

- **Fund technical assistance to help government agencies to develop, implement, and evaluate language access strategies and demonstration projects.** Technical assistance is especially valuable to agencies with limited experience working with LEP populations, such as those located in new immigrant destinations.

- **Fund trainings and convenings to support peer-to-peer learning and the sharing of promising practices among community advocates, practitioners, and government workers.** Outside of the health care field, such opportunities are currently limited.

- **Support community and legal advocacy to monitor efforts by government agencies to increase access to services for LEP individuals.** Such advocacy can include providing feedback and technical assistance to public agencies on developing responsive language access practices; helping government agencies develop community and political support for its language access activities; and pursuing litigation in situations where agencies have consistently failed to remove harmful language barriers.



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- **Fund community organizations to provide interpretation and orientation services to help LEP individuals gain access to government services.**

Examples of such programs include providing community-based interpreters to help LEP immigrants communicate with their children's teachers and school officials, as well as helping LEP families receive appropriate social services.

In this section, GCIR profiles promising language access initiatives of varying scales to illustrate the range of possibilities, from modest efforts, such as the interpreter request card, to ambitious efforts that aim to change the way billion-dollar state agencies serve LEP populations. Examples from both established immigrant gateways and newer immigrant destinations are represented. Not only have foundations seeded or supported these initiatives, but in some cases, they have exercised leadership in convening key stakeholders to discuss problems and identify solutions.

GCIR hopes that the examples in this report will help you identify key elements of good programs and policies and inform the role your foundation can play to support promising efforts that relate to your funding priorities. As you explore funding strategies in this field, we invite you to utilize GCIR and the organizations featured in this section as resources that can help inform and guide your work to improve language access to government services for LEP populations in your communities.

DVD

**Watch the DVD
Rain in a Dry Land:
The Supermarket**

Imagine moving from a refugee camp, where food is extremely scarce, to a major metropolis, where the simple act of buying tea requires new linguistic, technological, and social skills. Go shopping with one immigrant and his teenaged son, as they struggle to figure out how much "money" is left on their Food Stamp "charge card."

**PUBLIC POLICIES
TO EXPAND
LANGUAGE ACCESS**

OVERVIEW

Despite myriad compelling reasons for increasing language access, government has consistently lagged behind the private sector in delivering multilingual services. Responding to market forces, private companies—including banks, utility companies, hospitals, and other businesses—have invested millions of dollars to provide services in various languages, especially in localities with large immigrant populations. These corporations have prioritized hiring bilingual staff, translating sales and product materials into other languages, and developing multilingual branch offices or telephone centers to communicate with LEP customers. Government agencies could significantly improve their ability to serve LEP clients by adopting these widely used business practices.⁴

Responding to federal policy directives (see sidebar), government agencies have begun to develop and implement strategies to expand language access to their services. And recognizing demographic changes, a growing number of states and local governments have affirmatively enacted their own policies requiring public agencies to provide equal access to LEP individuals. These local policies, which reaffirm federal language access requirements, generally share several important characteristics:

- They usually apply to government agencies that provide important services and have regular contact with the public (e.g., health care, social services, employment, and law enforcement).
- They require agencies to provide services in multiple languages, including both verbal communications and the translation of important written materials. However, as a practical and financial matter, most only mandate that services be provided in widely spoken non-English languages.

Two California cities, Oakland and San Francisco, were the first to adopt local language access ordinances in 2001. Washington D.C. and New York City followed suit in 2004. Maryland and California have similar laws in place at the state level, while many other public agencies have translated government documents into non-English languages and increased their hiring of bilingual staff even without new legislation.

**FEDERAL
LANGUAGE ACCESS
REQUIREMENTS**

In August 2000, then-President Bill Clinton ordered federal agencies to develop guidelines to ensure that federally funded programs are accessible to LEP individuals,⁵ as required by Title VI of the 1964 Civil Rights Act. Under Title VI, recipients of federal funding (e.g., state and local government agencies, hospitals, nonprofit organizations, and private businesses) must make their programs and services reasonably accessible to LEP individuals. The Bush administration reaffirmed Clinton’s executive order, and the U.S. Department of Justice (DOJ) led a multi-agency effort to develop guidance to help federal agencies and entities that receive federal funding make their services accessible. The DOJ guidance emphasizes that recipients of federal funds must affirmatively ensure LEP individuals can effectively participate in their programs; failure to take reasonable steps may constitute national-origin discrimination prohibited by Title VI and may result in the loss of federal funding. The guidance of DOJ and other federal agencies, along with tools and resources to help recipients of federal funding comply with language access requirements of Title VI, can be found at www.lep.org.

4. Chinese for Affirmative Action. 2004. *The Language of Business: Adopting Private Sector Practices to Increase Limited-English Proficient Individuals’ Access to Government Services*. San Francisco, CA: Chinese for Affirmative Action. Available at www.caasf.org.
5. Executive Order 13166, *Improving Access to Services for Persons with Limited English Proficiency*, 65 Fed. Reg. 50121. Federal Register: August 16, 2000, Volume 65, Number 159.

SUCCESSFUL ELEMENTS OF
LANGUAGE ACCESS POLICIES

The experiences of private corporations and government agencies suggest that reducing or eliminating language barriers in government services can be achieved effectively and efficiently when agencies implement policies that include the following elements:

- Regular assessment of the language needs of its constituency or clientele through demographic analysis, surveys, or intake information.
- A translation plan that identifies, prioritizes, and translates important documents in a linguistically and culturally competent manner.
- Sufficient numbers of qualified bilingual staff in positions that interact regularly with the public.
- Training of public contact staff on how to interact with LEP persons and on interpreter services.
- Centralized translation resources across local offices or even across agencies.

- Procedures for evaluating the quality of bilingual services.
- Easy-to-use complaint procedures and effective enforcement mechanisms.
- Outreach to LEP communities about their right to receive assistance in their language. This often requires collaborating with community-based organizations, ethnic media, and/or other immigrant institutions to disseminate materials and solicit feedback on the quality of services.

In addition to these elements, the support of elected officials or policy-makers is critical to putting in place effective language access policies in government. Making government more accessible to LEP individuals requires not only technical knowledge; ultimately, public agencies must understand that their constituency includes such residents to whom they are accountable for serving.

DVD

Watch the DVD
Hold Your Breath:
The Doctor's Office

In hospitals and doctors' offices around the country, complex and often confusing relationships are being played out between overwhelmed medical professionals and the non-English speaking patients they serve. Listen in as a well-meaning oncologist explains to the daughter of an Afghan refugee how a language barrier may have compelled her ailing father to refuse cancer treatment.



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PROMISING PRACTICES IN PUBLIC AGENCIES



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Foundations are playing an important role in making government services more accessible for LEP individuals. Individual grants are generally in the range of \$25,000 to \$75,000, although some health care initiatives are considerably larger. Foundation grants have supported technical assistance and planning to government agencies, partnerships between public agencies and immigrant organizations, and implementation of policy reforms. This section highlights some of the promising practices to improve language access in government agencies in the United States.

ASSESSMENTS AND DEVELOPMENT OF EFFECTIVE PRACTICES

While an increasing number of states and municipalities have adopted language access policies in recent years, there are relatively few resources outside of the health care sector to assist practitioners in implementing these new requirements. In response, the Annie E. Casey Foundation launched a project to facilitate peer-to-peer learning and collaboration among government practitioners, as well as to develop best practices publications and web-based resources for public agencies serving LEP children, youth, and families. A primary goal is to build the capacity of child- and family-serving agencies to design and implement high-quality language access models.

The project seeks to develop a national peer network of experienced and new practitioners to document effective policies, program implementation, and evaluation methods. It also aims to develop ways of assessing the effectiveness of language access services to improve service delivery and outcomes for LEP children and families.

One example is a grant to the New York City's Administration for Children Services to develop a comprehensive plan for serving LEP families, making it one of first public child welfare agencies in the country to do so. The grant aims to make a wide range of agency services—child care and Head Start, child protection, preventive services, and foster care—available in the six major non-English languages in New York City.

"Immigrant families whose primary language is not English pose a special challenge to public systems and a special burden to children who may be asked to provide translation services," says Irene Lee, senior associate at the Annie E. Casey Foundation. "The Foundation is committed to promoting the goal that vulnerable immigrant children and families successfully learn English and have access to high-quality, low-cost social and financial services in their native languages, so they can become fully integrated into their communities socially, politically, and economically."

COMMUNITY-PUBLIC AGENCY
COLLABORATIONS

The Lloyd A. Fry Foundation has funded a unique collaboration between the Illinois Department of Human Services (IDHS) and the Sargent Shriver National Center on Poverty Law (Center) to develop a comprehensive plan for increasing LEP individuals' access to IDHS services. IDHS is the largest Illinois public agency, with over 15,000 employees and an annual budget of over \$5 billion. Its seven divisions provide most of the state's safety-net and self-sufficiency services, including welfare, mental health programs, alcoholism and substance abuse treatment and prevention services, programs for people with developmental disabilities, health services for women and children, prevention services for domestic violence and at-risk youth, and rehabilitation services.

The Fry Foundation's \$50,000 grant to the Center has allowed a team of experts to conduct a demographic analysis and assessment of IDHS's language capacities. IDHS has given the Center's staff and experts access to departmental documents and made senior staff available for interviews. The Center will make detailed recommendations, which IDHS

will use to develop a new language access plan that is expected to serve as a model for other state agencies.

Both IDHS and the Center credit the Fry Foundation for encouraging a partnership between agencies that have not always seen eye-to-eye. As Unmi Song, executive director of the Fry Foundation, observes, "Developing a plan for increasing immigrants' access to health and social services requires that it be informed both by the needs of the community and government institutions... Because these parties were willing to collaborate, there was an opportunity to develop a process and plan that everyone could support." The Community Memorial Foundation and Michael Reese Health Trust have also provided support for this project.

Shortly after San Francisco became one of the first municipalities in the United States to adopt a local language access ordinance in 2001, the Zellerbach Family Foundation provided Chinese for Affirmative Action/Center for Asian American Advocacy (CAA) a multi-year grant to monitor implementation and provide technical assistance to government agencies which faced challenges in meeting the new mandates.

Over a four-year period, CAA developed a community coalition that worked with law enforcement, public housing, human services, public health, and renters' assistance agencies to improve their capacity to serve LEP populations. The coalition's advocacy led these agencies to add bilingual staff positions and develop formalized procedures and staff trainings. For instance, in response to two police shootings of LEP individuals in 2003 and 2004, the coalition convinced the San Francisco Police Department to develop a curriculum and video training to instruct officers on how to interact with persons with limited English skills. Under this program, all patrol officers are given a multilingual card that allows LEP persons to identify their native language. Officers are also required to use telephone interpretation services when no bilingual police staff is available.

According to Lina Avidan, program executive at the Zellerbach Family Foundation, "This project demonstrates that language access is essential for the timely integration of newcomers into local communities. Beyond the impact of its work with immigrants, CAA has helped elected and appointed officials recognize that the entire community benefits when all residents have access to essential services and understand their rights and responsibilities as community members." The Zellerbach Family Foundation has since expanded its funding to provide support for similar work in Oakland, California.

With support from The Minneapolis Foundation, the Southeast Asian Community Council (SACC) developed and distributed interpreter request cards to Hmong-speaking individuals who use the card when they come into contact with police officers. Each card lists the telephone numbers of an English-speaking family member, SACC, and interpreter telephone services, so that police officers have several options for finding interpreters to communicate in Hmong. Three local police departments in the Minneapolis/Saint Paul metropolitan area and the state police agency have trained officers to respond to the usage of this card.



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COST-EFFECTIVE METHODS OF SERVING LEP INDIVIDUALS

The potential high costs of improving language access can present significant challenges to government agencies. Yet, more and more public agencies are developing innovative, cost-effective approaches that can be replicated in other communities. These approaches include utilizing volunteer interpreters, hiring bilingual workers, and using communication technologies to provide multilingual information. Many of the following cost-effective practices were developed in established gateways that have extensive experience serving LEP populations.

- **Utilizing Community Interpreters.**

The volunteer interpreters program, operated by the City of Oakland's Equal Access Office (EAO), provides language assistance to city departments that do not have sufficient bilingual staff. Volunteers receive basic training on how to interpret and are tested for language competency by EAO staff before they are referred to city agencies. Volunteer interpreters are only used in situations that do not require specialized vocabulary and where health and safety issues are not at stake. After each session, the volunteers are evaluated, and those who fail to provide competent interpretation receive further training or are removed from the volunteer pool. The program currently has approximately 65 volunteers who speak nine languages. These volunteers assist more than 500 LEP individuals per year.

- **Hiring Bilingual Staff.** In response to a lawsuit filed in the early 1990s, San Francisco Human Services Agency developed effective outreach efforts to increase its hiring of bilingual staff, recognizing that such an approach would be the most cost-efficient and effective way to communicate with its growing immigrant caseload. By 2004, 31 percent of the agency's public contact staff was bilingual, far exceeding the percentage of LEP individuals in the county's caseload.



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- **Using Communications**

Technology. New York City has been a national leader in developing a 311 telephone system that allows residents to obtain information about local government programs and non-emergency services. Calls to 311 are answered by a live operator, 24 hours a day, seven days a week. Through a contract with the AT&T Language Line, interpreters are available in 170 languages. Similarly, Oakland has established a cost-efficient method of providing basic information on city services through a multilingual telephone system that gives recorded information on 500+ city services in English, Spanish, Mandarin, Cantonese, and Vietnamese. For some departments, applications and information documents can be faxed or e-mailed to the caller upon request.

COMMUNITY AND LEGAL ADVOCACY

With a three-year grant from the William Penn Foundation, Community Legal Services created the Language Access Project (LAP) in 1999 to increase the access of low-income LEP individuals to legal services in Philadelphia and to help make local government programs more responsive to this population. In a short period of time, the project has become a recognized national leader in advocating for innovative language access policies through the filing of complaints, negotiating with government agencies, lobbying for legislative changes, and providing trainings to public agencies, courts, and legal service groups. Its accomplishments include:

- **Reforming government welfare agencies.** After documenting language barriers at the state and city welfare agencies, LAP filed a series of administrative complaints under Title VI of the 1964 Civil Rights Act. Following an investigation, the U.S. Department of Health and Human Services found these agencies to be out of compliance with federal laws, and LAP is currently working with the state Department of Public Welfare to develop new procedures that are expected to increase LEP families' participation in critical income-support programs.

- **Developing innovative law enforcement language policies.** LAP worked with an immigrant coalition to advocate that the Philadelphia Police Department improve its capacity to serve LEP residents. Working in conjunction with a U.S. Department of Justice's review of the police agency, LAP's advocacy efforts resulted in a detailed departmental directive issued in December 2005 requiring police to provide language-appropriate services to LEP people. The directive establishes procedures for providing free language assistance, specifies how police officers are to interact with both LEP victims and suspects, and calls for the translation of many forms and documents into the most commonly encountered languages. To ensure proper implementation, the directive requires that all officers be trained on how to interact with LEP residents.

- **Providing technical assistance to the City's Global Philadelphia program.** This initiative, in accordance with the mayor's executive order, provides technical assistance and centralized resources to help increase LEP individuals' access to government services.

LAP has also received substantial support from the Samuel S. Fels Foundation and several grants from the Pennsylvania IOLTA (Interest on Lawyers' Trust Accounts) program.

The Rosenberg Foundation has a long history of supporting community-based and legal organizations to advocate for improved language access in public services. For example, Rosenberg provided multi-year funding to the Legal Aid Society/Employment Law Center's Language Rights Project to combat discrimination against language minorities through litigation, policy advocacy, and public education. The Project's activities include:

- **Legal advice and counseling.** The Project provides individualized assistance and legal counseling to callers via a toll-free, nationwide Language Rights Information Line (services provided in Spanish, Cantonese, Mandarin, and English).

- **Community outreach and education.** To educate language-minority communities and others about language rights, the Project promotes public service announcements and other media coverage of relevant issues, as well as distributes fact sheets and self-help materials in Chinese, Spanish, and English.

- **Technical assistance to community groups and lawyers.** Language rights attorneys provide free technical assistance to other advocates and service providers interested in developing policies and/or lawsuits to promote language access. For instance, the Project worked with immigrant advocates to draft the first local language access ordinances enacted in the United States (in Oakland and San Francisco).

- **Litigation.** The Project has also litigated a number of language cases in the areas of employment, education, and access to government and business services.

EVALUATING LANGUAGE ACCESS PROGRAMS

Research has shown that high-quality translation and interpretation services, coupled with improved understanding of the immigrants' cultural traditions and practices, can help immigrant access services that can improve their health, self-sufficiency, and other qualities that lead to better integration into the receiving community.

Foundations can utilize the following measures to assess the quality of language access for LEP individuals, including measures such as effective communication and the degree to which services and systems are accessible to immigrants:⁶

- **Assessment.** The organization conducts a thorough assessment of the language needs of the population to be served.

- **Development of comprehensive written policy on language access.** The organization has developed and implemented a comprehensive written

policy that will ensure meaningful communication via interpreters, bilingual staff, language lines, community volunteer interpreters and translation of written materials.

- **Training of staff.** The organization has taken steps to ensure that its staff understands the policy and is trained accordingly to carry it out.

- **Vigilant monitoring.** The organization conducts regular oversight of the language assistance program to ensure that LEP persons have meaningful access to the program.

Foundations can also utilize the following indicators to assess the degree to which services and systems are accessible to immigrants and other LEP individuals:

- Presence of bilingual signs, telephone and service menus, images that portray people and symbols from different cultures in facilities, and

translated forms (e.g., applications, medical histories, education materials, consent forms for parents).

- Use of bilingual staff and/or interpreters at all points of contact with the organization.

- Service providers' knowledge about service recipients and consumers (e.g., ethnic background, language used, religious practices).

- Advertisement of translation/interpretation services in culturally appropriate venues (e.g., ethnic media, ethnic grocery stores, distribution of information at cultural festivals).

- Policies and procedures pertaining to language access (e.g., mandatory use of certified interpreters).

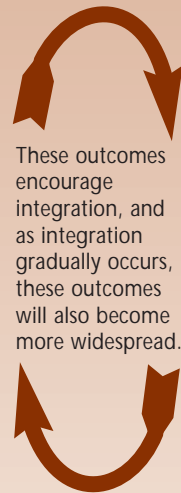
- LEP clients' understanding of the available services.

**LANGUAGE AND CULTURAL
COMPETENCE IN PUBLIC
AGENCIES THAT PROVIDE
SERVICES**
(e.g., education, health,
human services)

CONTRIBUTE TO

OUTCOMES

- Increased use of services among immigrants, leading to improved health, self-sufficiency, etc.
- Improved interaction between public agencies and immigrants.
- Higher quality services offered by public agencies and systems.



**IMMIGRANT
INTEGRATION**

6. Office for Civil Rights. 2000. *Title VI of the Civil Rights Act of 1964: Policy guidance on the prohibition against national origin discrimination as it affects persons with LEP*. Federal Register: Department of Health and Human Services, 65(169). August 30.

Promising Practices in Language Acquisition

For...immigrants to be successful, they must learn to speak English, improve their education and job skills, and understand the law and what is expected of them."

—Michael E. Alpert, Chairman
Little Hoover Commission, Sacramento, California

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INTRODUCTION

For immigrants, learning the English language is an important pathway to integration, opening the door to new worlds and opportunities and expanding their contributions to U.S. society.

Although most immigrants arrive in the United States with limited English skills, they recognize the benefits of English proficiency and are highly motivated to learn. Increased English proficiency in immigrant families is highly correlated with economic and social well-being. It can lead to increased income for wage earners, greater school readiness for children, and improved intergenerational communications within immigrant families.¹ According to the 2000 Census, fluent English-speaking immigrants earn nearly double that of non-English speaking workers (see Figure 1) and have substantially lower unemployment rates.² While differences in educational background and immigration status contribute to this income gap, developing English fluency by itself generally leads to increased household income.³

From society's standpoint, helping immigrants learn English also has many other benefits. It facilitates the integration of newcomers into the local community, helps them become more economically productive, and allows them to participate more fully in and contribute to society.

Despite the large growth in the U.S. immigrant population and the benefits of promoting English proficiency, federal and state funding for English as a Second Language (ESL) classes has not kept pace. In many localities, immigrants face long waiting periods for enrollment. Massachusetts, for example, has more than 180,000 residents on waiting lists for ESL classes, with an average wait of six months to two years.⁴ Similar shortages of ESL courses exist in a number of other communities.⁵ The lack of funding for ESL also means that many classes are overcrowded and lack updated curriculum and equipment.



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1. Martinez, Tia Elena and Ted Wang. 2005. *Supporting English Language Acquisition: Opportunities for Foundations to Strengthen the Social and Economic Well-Being of Immigrant Families*. Sebastopol, CA: Grantmakers Concerned with Immigrants and Refugees and the Annie E. Casey Foundation.
2. Gonzalez, Libertad. 2004. *Nonparametric Bounds on the Returns to Language Skills*. IZA Discussion Paper No. 1098.
3. Mora, Maria. 2003. *An Overview of the Economics of Language in the U.S. Labor Market: Presentation Notes*. Denver, CO: American Economic Association Summer Minority Program.
4. Redell, Peter. 2005. "Study: ESL Funding Badly Needed." *MetroWest Daily News*, June 20.
5. Gozdzia, Elzbieta and Susan F. Martin, eds. 2005. *Beyond the Gateway: Immigrants in a Changing America*. Lanham, MD: Lexington Books.

RECOMMENDATIONS
TO FOUNDATIONS

Although foundations alone cannot fully address the growing demand for high-quality English programs, they can play several important roles in making such programs, particularly vocational ESL (VESL) and family literacy, more widely available to immigrants. Specifically, foundations can:

- Serve as a catalyst in bringing together different community institutions—government, community colleges, job-training programs, and nonprofit organizations—to develop high-quality English acquisition programs.
- Fund programs that integrate vocational or adult basic education within ESL or family-literacy classes.
- Leverage government funding for adult ESL and family-literacy programs by supporting supplemental wraparound services, such as job counseling, case management, and supportive social services.
- Support policy advocacy to make adult education and related services more responsive to the educational needs of limited English proficient (LEP) adults.

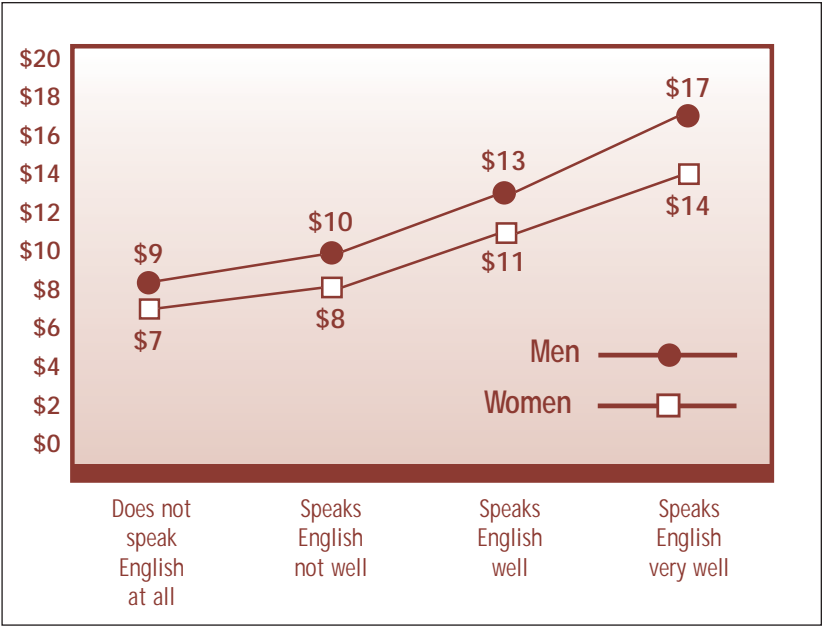


Figure 1: Hourly Wages of Immigration Workers by English Language Proficiency, 2000

INTERGENERATIONAL FAMILY LITERACY PROGRAMS

ELEMENTS OF EFFECTIVE PROGRAMS

The non-economic benefits of English acquisition—potentially greater school readiness for the children of immigrants, increased parental participation in children's education, and improved parent-child relationships—are also important to the well-being of immigrant families and their integration into U.S. communities. Intergenerational family literacy programs can address multiple needs of immigrant families by improving the language skills of both immigrant parents and their children while helping parents learn how to support their children's educational development. Successful family literacy programs for immigrant families usually have four key program components:

- **ESL and adult education as needed.** Depending on the educational needs of participants, family literacy programs for immigrants frequently provide both ESL and basic adult education instruction. Successful programs generally use participatory or learner-centered curriculum that draw upon parents' experiences. Just as in the VESL context, having state-of-the-art adult ESL materials and well-trained teachers is critical to the overall success in helping adults learn English.

- **Early childhood education.** While the parents are learning English and other subjects, family literacy programs also provide early childhood education to bolster the skills young children need to succeed in school. The primary focus is on developing literacy and language skills, while fostering cognitive, social, and emotional development.

- **Teach parents how to support the educational growth of their children.** This component helps parents increase language-related and educational activities with their kids. The curriculum usually includes topics such as parenting practices, nutrition, the importance of literacy learning for their children, information about the public school system, and community resources. Some programs also introduce parents to the U.S. school system, provide strategies for increasing parental participation in their children's education, and show

parents how to advocate effectively within public schools for their children's education needs.

- **Activities for parents and children to practice shared language learning.** Effective programs usually bring the adults and children together to participate in shared literacy and other educational activities, with the goal of increasing such behavior at home. By watching instructors model ways to support children's learning, parents learn how to interact with their children during everyday routines that enhance the development of literacy, cognitive, and social skills.

Research of family literacy programs suggests that high-quality programs are effective in increasing adult English proficiency and academic learning relative to stand-alone ESL or adult education programs.⁶ Similarly, these programs can also increase the cognitive and social development of children and help them be better prepared to learn in school.⁷ "The most impressive thing about family literacy," says Sharon Darling, President of the National Center for Family Literacy, "is that it strengthens a family and builds a learning team. We are not just changing one generation, but all that follow."

Although there are multiple government sources that support family literacy programs—e.g., Even Start, Head Start, and Title I funds—foundation support is important to these programs' success. As discussed above, funding for supplemental activities can increase program effectiveness by tailoring services to the needs of the target population. Even relatively small grants can help with professional development, publicity and outreach, and translation of documents. Such grants can also help create an inviting environment for newcomers and provide important wraparound services that address the full range of assistance needed by low-income families.

6. Hayes, Andrew. 2002. *High-Quality Family Literacy Programs: Adult Outcomes and Impacts*. Louisville, KY: National Center for Family Literacy.

7. Hayes, Andrew. 2001. *High-Quality Family Literacy Programs: Child Outcomes and Impacts*. Louisville, KY: National Center for Family Literacy.



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Educators have long urged that family literacy programs be extended to adolescents, government funding is limited to serving families with young children (usually up to age eight). As a leading literacy expert has observed, intergenerational programs with adolescents can also strengthen families by “encouraging the development of mutual languages between children and adults (including native languages for children), weaving oral history and culture stories into the fabric of educational work, and inviting children to learn from their community elders.”⁸ Without government funding to serve families with adolescent youths, foundation support in this area is especially important.



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DEVELOPING AND SUPPORTING FAMILY LITERACY PROGRAMS

National Center for Family Literacy
Louisville, Kentucky
www.familit.org

The National Center for Family Literacy (NCFL) has been an important leader in the development of the family literacy model and helped create the four-component model described above. NCFL advocates for government policies to support literacy development, provides training and technical assistance to hundreds of local family literacy programs each year, conducts research and evaluation to identify effective family literacy programs, and offers professional development opportunities for practitioners. While NCFL's work targets many communities, it operates a number of programs to help LEP immigrant families gain English literacy skills and make vital connections to their child's education and school.

The Hispanic Family Learning Institute (Institute) was established by NCFL to expand and enhance family literacy services for the educational, social, and economic advancement of Latino and other immigrant families in need. It has received more than \$6 million of support from the Toyota Foundation since 2003, as well as leveraged federal and local funding.

The Institute currently offers family literacy programs in approximately 30 sites across 10 cities.⁹ It combines NCFL's extensive knowledge of program and curriculum development with local school districts and service-based agencies that have developed comprehensive programs to serve low-income Latino families. The results are well-run programs that bring about literacy and academic gains for both parents and children.

An example of this success can be seen in Providence, Rhode Island, one of the first cities in which the Institute worked. Providence was selected because of its fast-growing Latino population (which tripled between 1980 to 2000), a school district with a majority Latino student population, and a Latino population in which 30 percent of the adults have limited literacy skills. Like all of the Toyota program sites, the Providence project is a collaboration among NCFL, the local school district, and community organizations, with Dorcas Place Adult and Family Learning Center (www.dorcasplace.org) playing the lead role. Although the Toyota program provides each site with a three-year grant, both the school district and Dorcas Place are leveraging the grant with federal Title I funds as well as support from local foundations.

Dorcas Place oversees classroom instruction for 80 participating families in three elementary schools. The family literacy program uses NCFL's four-pronged model that provides (1) literacy and adult education to the parents, (2) age-appropriate educational instruction for children, (3) instruction to parents on early childhood development, and (4) “parent and child together time” for parents to practice how to support their children's development through various activities. While the organization has experience operating family literacy programs, its CEO, Dr. Brenda Dann-Messier, observed that the NCFL collaborative has been especially effective for several reasons:

- **Integrated Curriculum.** The curriculum for the parents' and children's classes is integrated so that both are studying similar subjects, and parents can immediately begin to support their children's learning and development during class and at home.
- **Adult education curriculum.** While some family literacy programs focus primarily on children, NCFL's curriculum draws on years of work in adult education and offers immigrant parents a strong curriculum for learning English as a second language.

8. Weinstein-Shr, Gail. Undated. “Learners' Lives as Curriculum” in *Look at Even Start Newsletter*.

9. These include Chicago, Washington, D.C., Los Angeles, New York, Providence, Chelsea, Denver, Detroit, Santa Paula, and Shelby County.

- **Professional Development.** NCFL provides training to all literacy staff funded by the Toyota program and brings them together regularly for conferences and meetings to discuss challenges and best practices.

- **Case Management and Wraparound Services.** All of the participants have a case manager who is responsible for ensuring that each family's situation is stable and its members are capable of using the literacy classes as a first step towards achieving other economic or educational goals. Participants, for example, have full access to all of Dorcas Place's vocational and educational services.¹⁰ The case manager also refers families to other agencies for health care and social services as the need arises. These services are supported by local grants and are critical to the program's success. "Without wraparound services and case management," says Dr. Dann-Messier, "even the best family literacy programs would have difficulty helping participants achieve their goals. These families need intensive and ongoing support."

- **Partnership between the school district and the community.** By holding the family literacy classes at their children's elementary school and having a school parent liaison staff member help support the participants, the program has also had the effect of making parents more comfortable with their children's schools. This, in turn, has led to increased parental participation in school activities and given parents the confidence to interact with teachers and administrators.

The total costs of the Providence program, including federal Title I funding and in-kind support from the school district and Dorcas Place, is approximately \$350,000 over three years, or an average of \$1,450 per family annually. The initial data from the first two years suggest that the program is both helping adults increase literacy skills and helping participating children, as rated by their teachers, perform better in school than comparable students.¹¹ This initial success suggests that family literacy programs hold great promise in providing the education and services that immigrant families need to thrive in their new communities.

Family Literacy Aprendiendo, Mejorando, Educando (FLAME)
Chicago, Illinois
www.uic.edu/educ/flame

Based in Chicago, FLAME (Family Literacy: Learning, Improving, Educating) operates a two-year, family literacy program that (1) promotes the literacy and civic skills of LEP parents and (2) improves the home literacy environments of their young children. FLAME activities are conducted in English or Spanish, depending on the participant's level of English proficiency, but they are supplemented by participatory ESL courses. The program has three basic modules:

1. **Parents as Teachers** consists of 14 bimonthly classes, attended by both parents and children, that teach parents about book sharing, book selection, libraries, the alphabet, songs and games, math, home literacy centers, and community literacy. Parents also learn how to provide homework help, visit their child's classroom, interact with teachers, and speak with administrators to ensure their child's needs are addressed.

2. **Parents as Learners** consists of biweekly ESL classes and activities aimed at improving literacy skills. For example, parents may write stories or develop books for their children. Parents can also attend basic skills or GED classes.

3. **Parents as Leaders** offers a three-day summer leadership institute to increase parents' awareness of existing community services and to empower them to advocate for their children in school settings. The training curriculum includes how to recognize effective school programs, the importance of parent-teacher relationships, and the role of advocacy, as well as an overview of bilingual education, immigration law, and parents' rights.

As families participate in the FLAME program, their children demonstrate significant gains in cognitive development, pre-literacy and literacy skills, and vocabulary development in both Spanish and English. Results further indicated that parents became more comfortable teaching their children at home and also became more proficient in English as shown by significant gains in the Language Assessment Scales.



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Approximately two-thirds of the parents complete the first year and return for the second. The cost for providing the program is approximately \$500 per family per year.

Although begun in Chicago, FLAME has been successfully adopted by 29 organizations that serve 54 sites in California, Illinois, Nebraska, New Mexico, South Carolina, Texas, and British Columbia (Canada). While Spanish-speaking families make up most of the participants in FLAME's programs, the model has also been used in other immigrant and African-American communities. Materials produced by FLAME staff in Spanish and English have been translated into Chinese, Korean, and Vietnamese by other organizations.

10. Dorcas Place has a staff of over 40 employees who offer a wide range of literacy, workplace training, college preparatory, and employment services to low-income adults.

11. National Center for Family Literacy. 2005. *Teacher Report on Student Performance, Year 2: The Results*. Louisville, KY: National Center for Family Literacy.

VOCATIONAL ENGLISH AS A SECOND LANGUAGE PROGRAMS

ELEMENTS OF EFFECTIVE PROGRAMS

VESL courses provide instruction on English vocabulary commonly used in the workplace while helping newcomers become better prepared to work in jobs that require English proficiency. The courses vary depending on the target population, but most promising programs share several characteristics:

- **Teach English vocabulary used in the workplace.** All programs teach general workplace English, and a growing number of occupation-specific courses also teach specialized vocabulary to help immigrants become better prepared for certain types of jobs. Examples of occupation-specific programs include those in the construction, nursing, food services, and child care sectors.

- **Teach basic computer and soft skills.** In addition to English instruction, many programs teach participants about job search and interview skills, customs and norms in the U.S. workplace, and how to communicate effectively with co-workers. As computer skills become increasingly required even in entry-level positions, high-quality programs also try to help participants become familiar with basic computer software programs.

- **Provide basic adult education as needed to supplement English instruction.** An estimated 32 percent of adults enrolled in ESL programs lack literacy skills in their native language.¹² For these individuals, increased English

verbal proficiency without improvement in basic literacy and math skills is unlikely to lead to better jobs. As illustrated by the El Paso program described below, literacy programs can be combined with adult education to help participants learn other skills as they become proficient in English.

- **Provide job counseling and placement services.** Research indicates that even after immigrants develop English skills, they often continue to work in low-wage jobs in part because they do not know how to find and apply for mainstream employment.¹³ Many VESL programs have responded by providing participants with employment counseling and placement services to help them find and retain better paying jobs.

ENGLISH AND VOCATIONAL TRAINING FOR FARMWORKERS

Motivation, Education and Training, Inc. and El Paso Community College
El Paso, Texas
www.metinc.org

This collaborative program provides literacy and job training to former farmworkers interested in working in the construction trades or retail businesses. The program targets Spanish-speaking individuals who have limited English skills and little or no formal schooling. The eight-week, 40-hour-per-week program provides participants with Spanish-language GED and computer skills instruction followed by 20 weeks of VESL and vocational training in either construction or retail sales. Basic-skills classes are taught bilingually, while vocational skills are taught primarily in English. Participants receive stipends while enrolled in training and have access to medical care, housing and other social services. Upon graduation, participants are placed with a local employer who provides continuing on-the-job training for an additional 12



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12. Fitzgerald, N.B. 1995. *ESL Instruction in Adult Education: Findings from a National Evaluation*. ERIC Digest. Washington, DC: National Center for ESL Literacy Education.

13. Martinez and Wang, 2005.



weeks. Ninety-six percent of participants complete the training, and eighty-four percent were still employed six months after completing the program with wages ranging from \$6.50 to \$9.75. The program is funded through a combination of federal and private foundation grants, with the latter used to support accompanying social services. The total cost of training, support services, stipends, and job placement and retention services is approximately \$11,000-13,000 per participant. This model has been replicated in Louisiana, North Dakota, and Minnesota.

LANGUAGE TRAINING FOR HIGH SCHOOL GRADUATES

**English Center for
International Women**
Oakland, California
www.eciw.org

The Career Advancement Program (CAP), offered by the English Center for International Women in Oakland, California, integrates English acquisition, computer literacy, and career readiness into a program designed for newcomers, women and men, who have completed high school or have comparable skills. Participants receive approximately 20 hours of classroom instruction per week, typically for a 32-week period. The program offers six sessions each year, during which students can advance to a higher-level class. The program provides instruction in grammar, reading/writing, speaking/listening, vocabulary development, and idioms and pronun-

ciation. Students also are required to take accompanying career readiness and computer education classes. As an affiliate of Oakland's workforce development system, the Center operates a One Stop office that provides vocational counseling, internship and job placement services to complement its intensive English program. The average class size is only 13 students, which allows participants to receive greater attention from instructors and more opportunities to interact with other class members. As of 2006, the program had 109 students, with approximately 44 percent Latino, 39 percent Asian, and 17 percent European.

Yearly tuition for the program is \$8,480, but because most students are low-income, most of the funding comes from government workforce development funds or federal financial aid programs. In addition, CAP receives a grant from the American Express Foundation to support its computer and financial literacy training components.

Eighty-four percent of CAP's 2005 graduates found jobs or continued their education at a higher education institution. Typical job placements include office administrative work, home-health care and food services jobs, or program assistant positions in schools, businesses, or local service agencies. Participation in CAP helps graduates achieve significant wage gains. The average hourly wage for 2005 graduates was \$10.70 per hour, which was 35 percent higher than what participants earned before they enrolled in CAP.



ADVANCED ENGLISH AND VOCATIONAL TRAINING FOR HEALTH CARE CAREERS

International Institute of Minnesota
St. Paul, Minnesota
www.iimn.org

Even after immigrants learn enough English to go about their daily lives, they often need additional language training to be successful in the workplace. Growing numbers of adult educational providers are offering advanced, industry-specific VESL courses to address this need. An example is the Medical Careers Project, operated by the International Institute of Minnesota. The Project provides three language and vocational training programs to help newcomers secure entry-level positions and opportunities for career advancement in the state's fast-growing health care field.

• **Nursing Assistant Training Program.** The Institute offers four programs to prepare newcomers to become either a nursing assistant or home health aide. Participants attend six hours of classes each day in programs that range from six to eleven weeks, depending on a participant's English level and any previous work experience in the health care field. Students are screened to ensure that they can speak, read, and write basic English prior to beginning the program, so that the course can focus on intensive English instruction on medical vocabulary, along with state-mandated instruction for nursing assistants, life skills, and workplace cultural issues.

Participants also receive support services as well as job counseling and placement services throughout the program. The Institute works with the local refugee and immigrant communities, and more than 95 percent of the students in this program are from Africa—primarily Ethiopia, Somalia, Liberia and Nigeria.

Between 1990 and 2005, the program enrolled 1,147 students, 91 percent of whom graduated. Ninety-eight percent of these graduates were certified as nursing assistants or home health aides. The average wage of 2005 program graduates was approximately \$10.75 per hour, representing a 22 percent increase over their earnings before they enrolled in the training. Graduates are encouraged to pursue further study through the Institute's other medical career programs once they have been employed for over six months.

• **Academic Skills for Medical Career.** This 10-week ESL preparatory program is designed to help immigrants in nursing assistant or other entry-level positions develop their reading, writing, grammar, listening, and computer skills so that they can enroll in technical college programs and advance to more skilled positions, such as becoming a technician or nurse. Students spend four hours per day in this intensive ESL course to improve their English and studying skills. This course is offered at four English levels to 140 students at any one time.

• **Medical Career Advancement Program.** This program helps immigrants create a career path by helping them develop an educational plan, identify financial resources (including part-time jobs), provide referrals to tutoring and academic support programs, and offer job counseling and placement services when they complete their education.



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Between 2002 and 2005, 84 out of 141 students enrolled in the program successfully upgraded their jobs, with approximately 60 becoming either a Registered or Licensed Practical Nurse.

The Institute's Medical Careers Project is primarily supported by grants from the local United Way, refugee resettlement programs, and a number of local foundations, including The McKnight Foundation, The Phillips Foundation, F.R. Bigelow Foundation, Otto Bremer Foundation, and The St. Paul Foundation. "Foundation grants have been essential," says Michael Donahue, Director of the Nursing Assistant Training Program. "They allowed us to offer not just VESL classes but to create a career ladder program that helps immigrant and refugees enter the field, improve their English skills, and grow their careers through additional education."

EFFECTIVE ADVOCACY TO INCREASE RESOURCES

In addition to supporting English acquisition programs, foundations can also help immigrant organizations bring more resources to this area through policy advocacy and reform. Observers have long noted that one reason why ESL courses are consistently underfunded is that the constituency benefiting from these programs—LEP immigrants—has little political power, and their needs are often invisible to or not relevant for policymakers. Immigrant advocates can highlight the importance of providing high-quality English acquisition programs, pointing out that such programs help integrate newcomers socially and economically and that they will ultimately benefit society as a whole, for example, through increased earnings.

LANGUAGE AND VOCATIONAL RESOURCES FOR LEP IMMIGRANTS

Collaboration to Support Laid-Off Garment Workers *San Francisco, California*

International and local economic forces caused more than half of the 400+ garment factories in the Bay Area to close between 1998 and 2004, resulting in thousands of workers losing their jobs. The overwhelming majority of the laid-off workers were LEP immigrant women with limited vocational skills.

While both the federal and state governments provide dislocated workers with special benefits and re-training programs, these programs were severely underutilized by the laid-off garment workers because few were aware of their rights, and there were only a small number of training programs suited for their language and vocational needs.

With support from the Levi Strauss Foundation, two immigrant advocacy groups—Chinese for Affirmative Action/Center for Asian American Advocacy and Chinese Progressive Association—teamed up with local labor unions and the community college to advocate that state and local government agencies develop a coordinated program to serve garment workers who lost their jobs due to plant closures. They advocated for:

- Closer coordination between state and local government agencies responsible for administering dislocated workers programs to ensure that laid-off garment workers are informed of and can participate in the full range of re-training and income support programs.
- Reduced language barriers through translations of documents, bilingual staffing, and culturally competent administration of employment programs for this target population.
- The development of ESL and re-training programs specifically designed to help make this population employable in other industries.

Using existing sources of public funding, the local and state government agencies responsible for serving dislocated workers agreed in 2005 to create a \$1.15 million Garment Worker Re-Training Initiative to provide 100 LEP, dislocated garment workers with up to 18 months of unemployment insurance and income support, intensive VESL, options for



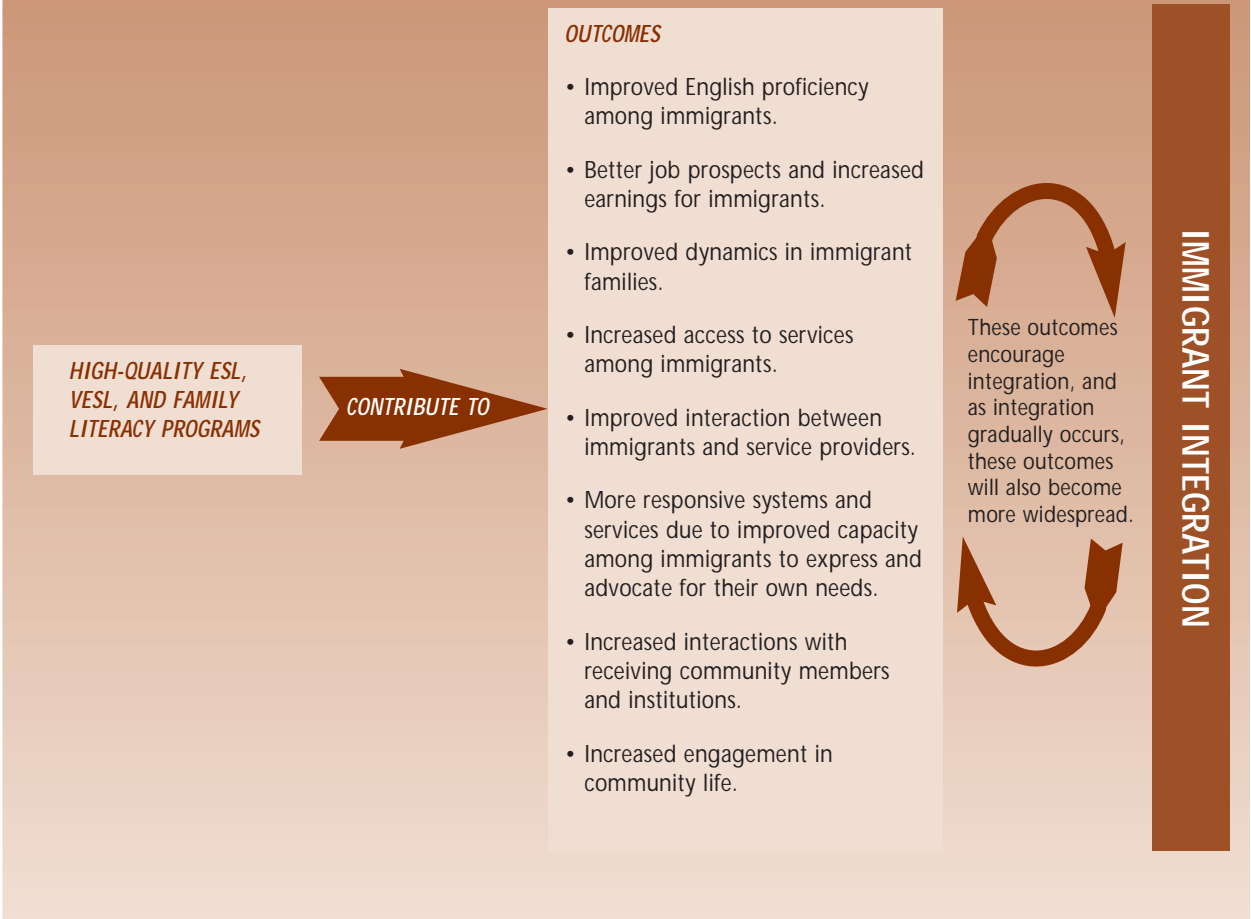
© Garment Worker Center

vocational skills training in five industries,¹⁴ re-employment services, transportation, and child care funds. City College of San Francisco provides VESL and vocational training, while Chinese for Affirmative Action, Chinese Progressive Association, and the San Francisco Labor Council offers case management and job placement services to participants. In connecting community and labor organizations already serving dislocated garment

workers with the training expertise of the local community college, this project could be a model for other localities facing similar challenges in serving displaced immigrant workers. Its success in creating a program with existing workforce and adult education funds demonstrates that advocacy at the state and local levels is important to providing LEP immigrants with access to high-quality VESL programs.

EVALUATING LANGUAGE ACQUISITION PROGRAMS

As the figure below illustrates, high-quality English acquisition programs can lead to outcomes that facilitate the social, economic, and civic integration of LEP newcomers. Foundations seeking to evaluate such programs can develop a wide range of indicators to measure progress against these outcomes.



14. These industries include hospitality, health care, early childhood development, horticulture and gardening, and janitorial and housekeeping.

Promising Practices in Education

Education has always been a pathway to social and economic integration for every generation of immigrants and their U.S-born descendants. The United States must make a commitment to ensure that all students, including those from an immigrant background, have access to a high-quality education that will prepare them for success in today's knowledge-based economy. Educating immigrants and their children is vital to our ability to remain strong and prosperous as a nation."

—Andrés Henríquez, Program Officer, Education
Carnegie Corporation of New York, New York, New York

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INTRODUCTION

The demographic impact of immigration is especially visible in the children and youth population. Children of immigrants make up nearly one out of five K-12 students in the United States.¹ Their growth has been rapid, going from only six percent of the school-age population in 1970 to 19 percent by 2000. Given the size of this population, how our educational institutions receive, treat, and teach children of immigrants not only affects immigrant families but will determine our country's long-term economic and social well-being.

The U.S. education system, from preschool through college, plays an especially important role in integrating immigrants and their children. The

system helps them acquire English, academic knowledge, vocational skills, and the history and values of their new homeland. For many immigrants, education provides the raw materials to build a better life, work toward the American Dream, and become full members of U.S. society.

This section explores the challenges of serving newcomers' educational needs, from pre-school through college, and identifies successful strategies and programs to address them. The primary focus will be on children of immigrants who live in low-income households and whose parents have relatively limited education.



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1. Capps, Randy, Michael Fix, Julie Murray, Jason Ost, Jeffrey Passel, and Sinta Herwanto. 2005. *The New Demography of America's Schools: Immigration and No Child Left Behind Act*. Washington, D.C.: Urban Institute.

EDUCATIONAL CHALLENGES

While children of immigrants share the general challenges faced by all children in obtaining a high-quality education, there are several unique factors that affect newcomer families.

- **Most live in “mixed status” families with limited access to support services.** Over three-quarters of children of immigrants are born in the United States and have the same rights and access to government services as other citizens. However, most (85 percent) live in families with at least one non-citizen parent, and an estimated three

Studies show that without intervention, children of immigrants are significantly less likely than other low-income children to be exposed to reading and writing activities during the first five years of life.⁴

million live in households headed by at least one undocumented adult.² Immigrant parents often have limited English skills, minimal knowledge of the U.S. education systems, and less access to crucial services. The combination of these factors means that children of immigrants often must overcome multiple barriers to succeed in school.

- **Many have limited English skills.** About one-third of children in immigrant families are limited English proficiency (LEP). The largest LEP population is in elementary schools. As children move through the school system, the size of this population declines but does not disappear altogether. Interestingly, most LEP students are born in the

United States: 77 percent of LEP elementary school students and 56 percent of LEP middle and high school students are American-born. These high percentages are due to the fact that many U.S.-born LEP students live in “linguistically isolated households,” a term defined by the U.S. Census Bureau as families in which no person aged 14 or over speaks English at least very well.

- **Children of immigrants are more likely to live in low-income and less-educated households.** Twenty-one percent of children in immigrant families live in poverty compared with 14 percent of those in U.S.-born

families.³ About a third of children of immigrants and half of LEP children live with at least one parent who has less than a high school education. This fact, combined with limited literacy skills in both English and their first language and limited parental involvement in education, can affect the development of children in immigrant families.

- **Immigrant families have strengths that can erode over time.** Most immigrant families arrive with multiple strengths: good health, intact families, strong work ethic, and high aspirations for the future. But research suggests that many of these strengths dissipate the longer the family stays in the United States. For children of immigrants, the length of residence is correlated with declining academic motivation and achievement.⁵ Effective programs, however, can reverse this trend and help children of immigrants stay on the positive path to success.



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2. Passel, Jeffrey. 2005. *Estimates of the Size and Characteristics of the Undocumented Population*. Washington, D.C.: Pew Hispanic Center.

3. Hernandez, Donald. 2004. “Demographic Changes and Life Circumstances of Immigrant Families.” *The Future of Children* 14(3) 17-47.

4. Yarosz, Donald and William Steven Barnett. 2001. “Who Reads to Young Children? Identifying Predictors of Family Reading Activities.” *Reading Psychology*, 22:67-81.

5. Portes, Alejandro and Ruben G. Rumbaut. 2001. *Legacies: The Story of the Immigrant Second Generation*. Berkeley, CA: University of California Press.

THE NO CHILD LEFT BEHIND ACT AND CHILDREN OF IMMIGRANTS

The No Child Left Behind Act of 2002 (NCLB) was passed with the goal to ensure that all children, including LEP students, receive a high-quality education. With respect to disadvantaged students, including immigrant and LEP students, NCLB requires each school to:

- Identify and report scores on standardized tests separately for LEP, low-income, and minority students (including Latinos and Asian Americans).
- Help these identified populations make progress in learning English and other academic subjects.
- Offer students the right to transfer or receive additional educational services if the school does not meet state test standards.
- Close or restructure if the school's student population performs poorly on standardized tests over several years.

- Have highly qualified teachers in all classrooms, including those providing English language instruction or bilingual education.

- Communicate with parents in their native language about their children's academic performance and the school's performance as measured by the standards of the Act.

Implementation of this law has been highly controversial, and several states have sued the federal government, alleging inadequate funding as well as challenging its authority to impose certain requirements on local schools. The Act's impact on children of immigrants is not yet fully understood. Some experts see the potential for NCLB to hold schools accountable to immigrant and LEP children, helping them improve academic performance. A recent survey of state and district school officials confirmed that educators believe the law has brought increased attention to the challenges faced by LEP students. Yet at the

same time, they expressed concern that the Act's accountability requirements are inflexible and do not provide enough time for these students to become proficient in English. The survey also found that fewer schools were teaching LEP students in their native language because of the law's emphasis on learning English.⁶

For more analysis of how the Act affects children of immigrants, see Capps, Randy et al. 2005. *The New Demography of America's Schools: Immigration and No Child Left Behind Act*. Washington, D.C.: Urban Institute.

6. Center for Education Policy. 2005. *From the Capitol to the Classroom: Year 3 of the No Child Left Behind Act*. Washington, D.C.: Center for Education Policy.

ELEMENTS OF PROMISING PRACTICES



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Experts on early childhood and education have identified the following elements as critical for helping children of immigrants succeed in school and beyond.

Early intervention is critical: Studies have shown that children's skills in kindergarten can predict their educational achievement level in third grade, and their achievement at the end of the third grade is highly correlated with future school success.⁷

- **Provide early intervention through high-quality family literacy or preschool programs.** Well-designed early educational programs can help children of immigrants, especially those with limited English skills and less access to services, develop literacy, problem-solving, and social skills, while showing parents how to become teachers for their children. Two promising early educational approaches for this target population include high-quality family literacy and preschool programs designed to serve newcomers.

- **Make educational programs accessible to immigrant families.** Successful programs are linguistically and culturally competent, located at convenient sites, and offer a welcoming environment. These programs use a variety of methods

to increase access, including hiring multilingual staff, conducting outreach to increase participation by immigrant families, holding events to celebrate immigrant cultures, developing programs that specifically address the interest and needs of newcomers, and forming partnership with immigrant parents or newcomer organizations to help create a more inclusive environment.

- **Increase parental involvement in their children's schools.** Research consistently indicates that academic achievement of children will increase if parents or family members are involved in their education. Promising practices in this area include developing multilingual outreach information, hiring bilingual staff, and forming partnerships with immigrant-serving organizations to provide language assistance, parent liaison, and leadership training to immigrant parents. These approaches allow immigrant parents to actively participate in school programs and engage in advocacy to help improve their children's education.

7. Takanish, Ruby. 2004. "Leveling the Playing Field: Supporting Immigrant Children from Birth to Eight." *The Future of Children* 14(3) 61-79.

- **Provide training to teachers and administrators to help them become familiar with the background of immigrant families and to develop effective teaching methods.** Schools in new immigrant destinations are especially short of personnel who are familiar with different cultural backgrounds and who have training and experience in teaching English learners.⁸ To address this gap, foundations can support documentation of promising teaching methodologies, innovative continuing education and professional development programs for teachers, and efforts to bring more bicultural and bilingual teachers and administrators into the field.



- **Provide age- and developmentally appropriate support programs that help children of immigrants succeed at all levels of education, from early childhood through higher education.** Tutoring, mentoring, college preparation, counseling on college and career options, and other support programs can help children of immigrants achieve educational success. In many cases, these children may be the first in their family to graduate from high school or attend college.

- **Help immigrant families and organizations advocate for better education.** Improving academic achievement among low-income children of immigrants requires more than good programs. In many low-income school districts, the problems are much larger. Schools in such districts are often underfunded; their facilities are in poor conditions; they may lack up-to-date text books or computers; and the curriculum may not be sufficient to prepare students for college. Helping immigrant communities become active participants and leaders in developing and monitoring policy changes is often needed to make significant reforms, whether within a single school or across a school system.

8. Wainer, Andrew. 2004. *The New Latino South and the Challenge to Public Education: Strategies for Educators and Policymakers in Emerging Immigrant Communities*. Los Angeles, CA: Tomas Rivera Institute.

PROMISING PRACTICES: EARLY CHILDHOOD EDUCATION

CREATING A WELCOMING ENVIRONMENT

The Village for Early Childhood Education
Littleton, Colorado
<http://village.littleton.publicschools.net>

Started as a small preschool in an abandoned building provided by the local school district, the Village for Early Childhood Education is a community preschool open to the general public. It serves 350 children from ten different countries through a variety of programs, including Head Start, state-funded preschool, and special education. The program is center-based, with full-time and part-time class options, and its curriculum is aligned with the local school district to help children prepare for kindergarten.

The Village believes that families are the foundation for each child's education and actively supports and encourages a partnership between home and school. As the number of English Language Learners (ELLs) has grown to almost 20 percent of its school population, the Village has taken steps to make these families feel comfortable and respected. These steps include:

- **Hiring bilingual Spanish-speaking teachers and aides to communicate with its largest LEP family population.** The Village has a Spanish-language hotline that provides information about school activities and allows Spanish-speaking parents to leave messages for

the staff. The Village also has an agreement with the local school district to provide interpretation and translation services in other languages as needed.

- **Distributing non-English books to immigrant families so that parents can read to their children in their native language.** While the Village uses an English immersion curriculum, it recognizes that children benefit from being read to at home regardless of the language. Providing parents with native-language materials makes it easier for them to help children learn and develop literacy skills.

- **Incorporating cultures and traditions of enrolled families** into the classroom curriculum and into special events that promote cross-cultural learning and understanding among the enrolled families.

- **Offering a variety of bilingual courses (English/Spanish) for parents,** including parenting classes to help families reinforce their children's classroom learning, as well as financial literacy classes to help newcomers learn financial management skills.

- **Making available ESL and citizenship classes to immigrant parents.** The Village originally offered ESL classes at its site, but as the demand for the classes grew, it approached the city to find other locations for an expanded program. The City of Littleton now offers multiple ESL and citizenship classes at the city library and local churches, and many of the participants are families whose children attend the Village.

Despite working with a large low-income and immigrant student population, the Village has been effective in helping children become school ready. The public school district found that entering kindergarteners who had at least two years of schooling at the Village performed 35 percent higher on English literacy assessments than children who did not attend pre-school.



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WORKING WITH IMMIGRANT PARENTS

SPARK Georgia and La Escuelita Atlanta, Georgia www.sparkga.org

SPARK Georgia, a project of Smart Start Georgia and United Way of Metropolitan Atlanta, uses a community-based approach to help immigrant families learn about early education opportunities and develop skills for participating in their children's education over the long run. Funded through a multi-state initiative of the W.K. Kellogg Foundation,⁹ SPARK Georgia works with six community agencies and in partnership with local elementary schools to provide early childhood assessment, information, and other assistance to 1,000 children and their families in predominately low-income neighborhoods.

The formation of La Escuelita ("The Little School") in the City of Norcross—a small Atlanta suburb where approximately 80 percent of the public school children receive free or reduced lunches—is a good example of SPARK Georgia's collaborative approach. Following home visits and community meetings in a mostly Spanish-speaking neighborhood, residents of two nearby apartment complexes asked if the project could help them start a program to prepare their children for formal education. Lacking funds for child care and transportation, many of these residents had little choice but to leave their children in the care of relatives or neighbors while they worked.

SPARK Georgia and United Way worked with the families to obtain a grant from the Primerica Citicorp Foundation to provide an onsite early education program for three- and four-year-olds. Overseen by a parental advisory committee, the program (1) hired a professional, bilingual teacher to provide six hours of early education weekly to 32 children; (2) developed a bilingual curriculum to strengthen language, cognitive, and social skills; (3) helped families apply for and transition into either the state-funded preschool program or the local elementary school; and (4) maintained active parental involvement through holding regularly scheduled community meetings and encouraging parents to attend the school with their children. At the same time, SPARK Georgia worked with local preschools and the public elementary school to organize teacher trainings and meetings between educators and immigrant parents to help these institutions become better prepared to teach Spanish-speaking children.

SPARK Georgia's community approach in Norcross has not only increased the number of immigrant children enrolled in the state's preschool program, including a significant number from families with undocumented members,¹⁰ but it has also helped parents learn how to actively support their children's education. As SPARK Georgia's Project Coordinator Roberta Malavenda explains, "La Escuelita is not only intended to provide critical early education to children, but it also



© La Escuelita

offers the opportunity to grow parents' leadership skills and help them develop a voice in their community."

The results from the first year of the La Escuelita program suggest that it is having this effect. Dion Jones, the principal of the nearby Rockbridge Elementary School, observes that the La Escuelita children were well prepared for kindergarten and, equally important, their parents are participating in his school's activities. Rockbridge held its annual International Day celebration in the fall of 2005, and Mr. Jones notes that many of the parents who have been active with SPARK Georgia helped organize the event and have transferred their energy from La Escuelita to their new school.

9. SPARK (Supporting Partnerships to Assure Ready Kids) is a W.K. Kellogg-funded initiative to support multi-sector efforts to prepare children for school. SPARK projects involve partnerships among community-based organizations, state agencies, and schools to provide comprehensive support to youngsters and high-quality early learning experiences required for success in school.

10. Approximately 90 percent of the eligible children in 2005 La Escuelita program were enrolled in a state-funded preschool.

HELPING IMMIGRANT FAMILIES AND THEIR CHILD CARE PROVIDERS BECOME TEACHERS

Good Beginnings Never End Long Beach, California

Although child care and preschool education are increasingly provided in center-based facilities, a large number of children in immigrant families do not use such care.¹¹ For many low-income or LEP immigrants, leaving their children with relatives, neighbors, or family-based providers (defined as someone who cares for two or more unrelated children in her home) is often the most affordable and accessible form of day-care. However, many of these providers have little or no early childhood training and also face language and cultural barriers themselves.

With support from the John S. and James L. Knight Foundation and First Five LA, Long Beach City College has been operating the Good Beginnings Never End (GBNE) project, which uses several strategies to help family-based providers, grandparents, and other informal caretakers in low-income, largely immigrant neighborhoods provide better child care. These include home visits and coaching, trainings to become licensed child care providers, and helping the providers take advantage of community resources.

- **Home visits.** A bilingual staff member, or one accompanied by an interpreter, visits and conducts assessments based on the Family Day Care Rating Scale¹² and then works with providers to improve their quality of care. Some of the frequently addressed issues include improving home-safety conditions, providing school-readiness information, ensuring that children receive immunizations, and increasing literacy and education projects such as reading, art, music, and field trips to libraries, schools, parks, and museums.

Home visits require a high level of trust, and GBNE has developed a number of practices for conducting successful home visits with immigrant family daycare providers. These include partnering with trusted community organizations and ethnic media outlets to conduct out-

reach and to assure participants that GBNE is not a licensing organization that will report conditions to authorities. GBNE also uses a variety of incentives and gifts to attract and maintain participation in its programs, including distributing children's books, houseplants, and other useful items. Under the Knight Foundation grant, GBNE is working with 35 family providers over a three-year period.

- **Trainings to become licensed providers.** As the trainer for the St. Mary Medical Center's Families in Good Health program, GBNE offers a child development course to help low-income refugee women become licensed child care providers. The course provides participants with extensive information about early childhood development and how to facilitate children's cognitive, emotional and social growth. In its first year, the program trained 42 Cambodian refugee women, 11 of whom became licensed providers, the largest group of Southeast Asian women to become licensed at one time in Long Beach.

- **Linking providers to community resources.** A key element of GBNE's program is linking the clientele to community resources, including programs operated by nonprofits, libraries, and public schools. For instance, all of the participants in GBNE's home visit program also participate in the Long Beach Public Library Summer Reading and "Raising a Reader" book exchange programs. In addition, GBNE provides participants with information about the availability of children's health insurance and offers classes on homeownership and small business development.

Three years into its home visit program, GBNE has improved the quality of care provided by its participating family providers, as demonstrated by:

- A reduction in the amount of time children spent watching television and an increase in literacy activities.
- Increase in the number of children enrolled in Head Start and other early childhood programs.
- Increase in immunizations and providers' awareness of nutrition, dental hygiene, and home safety issues.

- Increase in providers' knowledge of how to facilitate children's social and emotional development.

PROMOTING FAMILY LITERACY

Research has documented the importance of rich parent-child language interactions during early childhood. A preschooler's language experiences at home lay the groundwork for developing more sophisticated literacy skills during elementary school. Family literacy is a strategy that can help both immigrant adults and children learn English and literacy skills, while teaching parents how to support their children's cognitive and social development in their everyday lives. As described in the English Acquisition section of this toolkit, successful family literacy programs for immigrant families usually have four components:

- ESL and adult education for immigrant parents, as needed.
- Early childhood education to children to bolster skills needed to succeed in school.
- Training for parents to support the educational growth of their children.
- Giving parents and children the opportunity to practice shared language learning and activities with the goal of increasing such activities at home.

Research indicates that high-quality family literacy programs can increase the cognitive and social development of children and help them become better prepared to learn in school.¹³ See the "Promising Practices in Language Acquisition" section of the toolkit for more information about family literacy as well as descriptions of successful programs.

11. Brandon, Peter. 2004. "The Child Care Arrangements of Preschool-age Children in Immigrant Families in the United States." *International Migration Review* 42(1):65-87.

12. The Family Day Care Rating Scale assesses the quality of child care provided by a family child-care program. It assesses a provider in seven areas: space and furnishings for care and learning, basic care, language and reasoning, learning activities, social development, adult needs, and provisions for exceptional children. For more information, go to www.fpg.unc.edu/~ecers.

13. Hayes, Andrew. 2001. *High Quality Family Literacy Programs: Child Outcomes and Impacts*. Louisville, KY: National Center for Family Literacy.

PROMISING PRACTICES: K-16 PUBLIC EDUCATION

DVD

Watch the DVD *Rain in a Dry Land: The Supermarket*

The children of newly arrived immigrants must learn the ropes of American life quickly. They often must assume the roles of translator, advisor, advocate, and protector for their LEP parents. The learning curve can be difficult, as witnessed when a newly arrived refugee teen and his father struggle with a supermarket transaction.



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HELPING SCHOOLS COMMUNICATE WITH IMMIGRANT FAMILIES

Refugee Family Services' Bilingual School Liaison Program Clarkston, Georgia www.refugeefamilyservices.org

One of the most common barriers to increasing parental engagement among immigrants and refugees is the difficulty many parents have communicating with educators in English. In addition, many parents come from cultures in which parental involvement with schools is not the norm. Refugee Family Services (RFS), a nonprofit organization that assists newcomer families in the Atlanta area, has developed an innovative interpreter program that serves parents in multiple languages by rotating trained parent liaison/interpreters across different schools. With funding from the Goizueta Foundation and the federal Office of Refugee Resettlement, RFS started the Bilingual Liaison project in 1999 through a partnership with the DeKalb County school system. Four bilingual liaisons were initially assigned to 15 DeKalb schools that had the highest concentration of English learners. Each liaison worked with LEP families to facilitate communication with teachers and administrators, as well as to identify difficulties or challenges faced by children of immigrants and refugees. By sharing resources across different schools, the Bilingual Liaison Program has been able to provide assistance in numerous languages. During the first five years of the program, RFS liaisons assisted over 1,000 families.

Equally important, RFS liaisons have identified and worked with schools to address systemic issues affecting newcomer children by participating in the school district's International Task Force, created to address gaps in educational services for foreign-born students. Their involvement has led to the creation of education/parenting workgroups as part of a year-long strategic planning effort to prepare multiple service sectors for the incoming Somali Bantu refugee population. In addition, the liaisons participated in the district's Diversity Roundtable, designed to give voice to the multiethnic community served by the county.

The School Liaison program has also been instrumental in creating two new programs to serve the district's growing immigrant and refugee population: The Refugee Early Childhood Learning Initiative, through which refugee mothers learn how to help their children become school-ready, and the Youth Special Services Program serving at-risk refugee youths.

The program has expanded to two additional school districts. Eight liaisons currently serve newcomers in 60 schools and Head Start/preschool programs in the Atlanta metropolitan area, providing services in Spanish, Somali, Vietnamese, Amharic, Arabic, Bosnian, Farsi, Urdu, Kurdish, Oromo, Pashto, and Russian. By serving as a bridge between schools and immigrant families, the School Liaison program only improves the academic achievement of immigrant children, but it demonstrates that language assistance can be provided in a cost-effective way through creative collaborations that share resources across schools. The Ruddle Memorial Youth Foundation has funded an evaluation of the program to assess whether it can be disseminated as a model for other communities.

TRANSFORMING SCHOOLS THROUGH COMMUNITY PARTICIPATION

Logan Square Neighborhood Association Chicago, Illinois www.lsna.net

Serving a mix-income Chicago neighborhood in which Latinos make up more than two-thirds of the population, the Logan Square Neighborhood Association (LSNA) has led an extraordinary organizing effort to change local schools from isolated institutions to community partners for learning and empowerment. LSNA first became involved with the local education system during the early 1990s when its members organized a campaign for new schools to relieve overcrowding. Their efforts resulted in the construction of five elementary school annexes and two middle schools, as well as strong relationships with local educators. Recognizing that

adding new schools was only the first step to improving education in a neighborhood where 90 percent of the public school students were from low-income families, LSNA developed collaborative programs with local schools to improve the quality of education.

For over a decade, LSNA has operated a parent mentor program that brings parents into the classroom—from pre-school through eighth grade—to provide tutoring. LSNA trains parents (the vast majority of whom are immigrants), provides each with an annual \$1,200 stipend, and places them into classrooms to help teachers for two hours each day. Spanish-speaking parents are placed in bilingual classes and are able to participate in the same activities as other parents. LSNA coordinates the program and holds weekly workshops to allow participants to share experiences and discuss challenges.

Observers note that the program has not only provided students with extra attention and resources, but it has transformed the relationship between parents and schools. The program has attracted large numbers of immigrant women who have had no previous contact with schools even when their children were enrolled. Immigrant parents, who were intimidated by the education system or felt their status as Spanish speakers prevented participation in their children's education, found ways to help their schools through this program.

At the same time, their presence allowed teachers and principals to learn more about the needs of local families and to develop relationships based on mutual trust and respect with the growing newcomer community.

Building upon the success of the Parent Mentor program and recognizing that schools are critical institutions for helping immigrants become self-sufficient, LSNA has worked with educators to develop other projects, including:

- **Literacy Ambassador Program**, in which teams of teachers and parents hold house meetings to increase community awareness and participation in schools. These meetings, held in the homes of neighborhood families, highlight school resources and discuss how families can help their children develop literacy and reading skills. The program pairs a teacher with a parent mentor to bridge any communication difficulties between newcomer families and educators.

- **Community Learning Centers**, in which six public schools become evening community learning centers offering a wide range of adult education classes (ESL, family literacy, GED, computer, and citizenship) and children's activities (tutoring, arts, culture, and sports). Most of the classes are free and are taught by outside agencies, community college instructors, school teachers, parents, and volunteers. Because the

centers provide free child care, parents can improve their skills while their children learn and play in a safe, enriching environment. The centers are also a place where immigrant parents can teach and experience their own culture. This program's success has led the local school district to open evening learning centers in schools throughout the city.

- **Nueva Generacion ("Grow Your Own") Bilingual Teacher Preparation Program**, in which parents who have participated in the Parent Mentor program and want to become teachers can enroll in a six-year instructional program provided by Chicago State University. At the end of the program, participants receive a four-year college degree and become certified, bilingual teachers who can work in neighborhood schools. Approximately 60 percent of the initial class of 30 students is expected to graduate in 2007.

LSNA's programs have not only changed the school's dynamic with the local community, but it has helped raise reading and math test scores in the six schools that have had the Parent Mentor program for over five years. Test scores have increased by over 35 percent, and the percentage of students who scored in the lowest quartile on these achievement tests have been cut in half. Equally important, LSNA's work has also transformed many of the people who participated in its programs. Many of LSNA's education project staff—including managers of the Parent Mentor, Literacy Ambassador, and Community Learning Centers programs—are immigrant women who initially participated in the Parent Mentor program and have since become neighborhood leaders who regularly speak to policymakers, legislators, or reporters about educational issues. As LSNA's lead education organizer Joanna Brown observes, "They can say with confidence that parental and community involvement matters—it has improved their schools and their neighborhood."



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IMPROVING TEACHER TRAINING

**Center for Latino Achievement
and Success in Education**
Athens, Georgia
www.coe.uga.edu/clase

Responding to the rapid growth of the local Latino population, the University of Georgia's Center for Latino Achievement and Success in Education (CLASE) has developed an innovative project that provides high-quality professional development and technical assistance to local school districts. Started with a grant by the Goizueta Foundation in 2002, CLASE trains over 100 educators each year in a week-long summer institute that provides participants with information on best practices for teaching English language learners, model curriculum and strategies for instructing immigrant children in different academic subjects, cultural background on Georgia's emerging Latino communities, and effective ways to increase parental involvement.

CLASE selects multiple teams of participants from school districts or individual schools through a competitive process. Applicants propose specific projects for improving Latino student educational achievement and must demonstrate that they have the capacity and resources to implement the project in the upcoming school year. Following the summer institute, CLASE provides technical assistance to these teams throughout the academic year. Typical projects include developing trainings for teachers, increasing Latino parent engagement, and implementing new program ideas such as providing bilingual kindergarten instruction or modified science instruction for English learners. By combining training with follow-up assistance, CLASE helps educators put to use their newly acquired knowledge to improve Latino educational



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achievement. In addition to its summer institute program, CLASE organizes conferences on specific subject areas and leads Georgia teachers and administrators in summer trips abroad to learn about language, education, and culture.

Surveys combined with follow-up observations of individual projects illustrate that CLASE has had a significant impact in helping local educators develop new programs to serve the state's growing Latino population. Over 90 percent of its summer program participants indicate that the CLASE training and technical assistance had a medium to large influence in improving classroom instruction, attitudes, and preparedness for working with Latino students. As described more fully at its web site, CLASE has also documented the benefits of the projects undertaken by its summer institute participants, including those that increase student achievement.¹⁴

PROMOTING THE SUCCESS OF ENGLISH LANGUAGE LEARNERS

The PROMISE Initiative
Southern California
www.promise-initiative.org

More than one in every four students in California is an English language learner (ELL), the largest population in the country. And 65 percent of these students—over one million youngsters—are enrolled in six Southern California counties: Los Angeles, Orange, Riverside, San Bernardino, San Diego, and Ventura. Of this number, less than seven percent presently have access to both targeted English language development and the full demands of the core curriculum. Gaps in achievement are evident at every grade level and on every standardized test.

To address these growing disparities, the offices of education in the six Southern California counties have partnered with California Tomorrow, a statewide organization that has been promoting cultural equity for 20 years, to create the PROMISE Initiative.

14. The analysis can be found at www.coe.uga.edu/clase/professional_development.htm.

Pursuing Regional Opportunities for Mentoring, Innovation, and Success for English Learners, known as PROMISE, seeks “to marshal the expertise and resources of the six counties by developing a powerful infrastructure for conducting research and development, building capacity, and providing high-quality sustained support to schools, teachers, and providers.”

PROMISE’s unique approach does not attempt to implement a particular new curriculum or instructional program developed outside the schools. Rather, it relies on “principles-based reform,” helping schools reach a deep understanding of current research and—through networked reflection, dialogue, assessment, and planning—design their own programs for student success. The aspiration of PROMISE is transformative in nature: To create a learning environment in which bilingualism, biliteracy, and multiculturalism will actively engage the experiences, skills, cultures, and languages of students in their English learning.

Distilled from the best of current research on English learning and school change, PROMISE is built upon eight interrelated core principles:

- **Enriched and Affirming Learning Environments** that promote a sense of community, self-determination, trust, respect, and democracy among students.

- **Empowering Pedagogy**, with key structural components that promote interaction among students, build student and family voice, and provide opportunities for leadership.

- **Challenging and Relevant Curriculum** that is cognitively complex and coherent enough to develop the mental flexibility, problem-solving skills, and capacity for divergent thinking that the future will demand.

- **High-Quality Instructional Resources** aligned with relevant standards yet enriched with graphics and accessible formats to foster active engagement.

- **Valid and Comprehensive Assessment** integrated into learning and teaching, designed to promote reflective practice and data-driven planning.

- **High-Quality Professional Preparation and Support** intended to foster learning communities among administrators, teachers, and staff.

- **Powerful Family and Community Engagement** to build leadership among parents, actively educating them and drawing them into their children’s learning, while helping teachers and administrators develop cross-cultural skills.

- **Advocacy-Oriented Administrative and Leadership Systems** to integrate and coordinate structures and mechanisms in support of the needs of ELL students systemically throughout the school’s programs.

Although it does not prescribe particular curricular approaches, PROMISE provides planning tools to the school teams, as well as access to almost 30 successful research-based programs that embody the core principles.

Notwithstanding these rich resources, the creation of PROMISE as a six-county collaboration to promote the success of ELL students, in and of itself, is an impressive accomplishment. The first phase of PROMISE is a three-year pilot study focusing on systemic school reform, involving teams of three schools in each of the districts. The pilot will test the implementation of the eight core principles, honing in on what works and what doesn’t. The findings will shape the five-year field test that will involve up to 100 schools.

DVD

**Watch the DVD
Rain in a Dry Land:
Algebra Class**

Public schools in America have different ways of integrating immigrant students into the classroom. Sit in on a fast-paced high school algebra class as a caring teacher observes the capabilities of a recently arrived refugee boy and wonders how to grade and support him when they don’t share a language.

DEVELOPING A PATH TO COLLEGE FOR LATINO STUDENTS

The ENLACE Initiative of the W.K. Kellogg Foundation Battle Creek, Michigan www.wkkf.org

In 1999, the W.K. Kellogg Foundation launched a national initiative to strengthen the educational pipeline for Latino youth and to increase the number of Latino high school and college graduates. Known as ENLACE or “Engaging Latino Communities for Education,” the initiative is designed to be a comprehensive, community-based collaborative effort among colleges and universities, public schools, businesses, and community organizations. The initiative supports 13 partnerships in seven states that provide a wide range of activities to keep Latino students engaged in education from preschool all the way through college. Although many projects are service oriented (e.g., tutoring and mentoring), the collaboration among educational institutions and community groups has facilitated changes in local and state educational policies.

The Kellogg Foundation is expected to contribute more than \$35 million to ENLACE by the end of 2007. While few foundations have the resources to undertake such a large project, the lessons learned and promising practices developed by ENLACE projects at the local level can inform other philanthropic efforts and be replicated on a smaller scale. This section includes several examples of promising projects that were developed by ENLACE partners. For more information, see reports and promising practices on the ENLACE website at www.wkkf.org.



© Minneapolis Public Schools Adult Basic Education Program

Los Compañeros Mentoring Program New Mexico ENLACE

In Albuquerque, New Mexico, a primary ENLACE project has been to develop a holistic, culturally relevant mentoring program to promote academic and personal success among middle and high school Latino students.¹⁵ Called the Los Compañeros, the program is open to all students but works primarily with youths who are having difficulty with school. Its goal is to improve their academic performance and help them plan for college.

Started in 2001, Los Compañeros program has trained Latino college and graduate students to provide one-on-one mentoring to middle- or high-school students. The mentor, who receives college work study, meets with the younger student on a daily basis to help improve school performance, as well as to assist with personal, emotional, and psychological challenges. While mentors spend about half of their time tutoring students on homework and basic skills, they also work with the students on improving interpersonal skills, intervene with teachers or school administrators as needed, and engage parents in their children’s education, including providing interpretation when meeting with teachers or school administrators. A recent evaluation of the program found

it had successfully helped students remain in school and improve their grades.¹⁶ Of the original cohort of 90 students who had started in the program during sixth grade, only four had dropped out by the end of the ninth grade. Depending on the school, between 47 and 72 percent of the original participants achieved a GPA that was at least equal to or higher than their entering GPA. The mentoring program also reduced behavior referrals and disciplinary actions and increased students’ academic expectations. The ENLACE staff attributes the program’s success to several factors:

- **Cultural competence.** The mentors come from the same community as the younger students and are bicultural and bilingual. They are aware of the challenges Latino students face and understand how to communicate with students and their families. These shared similarities make it easier for mentors to build the trust needed to play an important role in the lives of the youths.

- **Intensive mentoring.** Each mentor must spend a minimum of 20 hours per week in the program during the school year, with the majority of the time devoted to one-on-one interactions with students.

15. Three separate ENLACE grants were provided in New Mexico: Albuquerque, Northern New Mexico, and Southern New Mexico. The shared goal of these programs is to empower the community, students, and educators in the state to work together to improve the public education system and increase student success. For more information, go to www.enlaceinnewmexico.com.

16. Carrillo-Cruz, Lynn. 2005. “ENLACE Los Compañeros Mentoring Program Evaluation Report.” Albuquerque, NM: ENLACE New Mexico.



- **Working with the entire family.**

Mentors are trained to work both with the individual students, as well as address the conditions in their families that inhibit learning and academic progress. Many of the mentors work closely with ENLACE Family Centers, staffed by Latino parents and community organizations, to provide families with the educational and social services needed to help their children succeed.

- **Collaboration.** Los Compañeros collaborates with educators at middle schools, high schools, and higher education institutions to address systemic issues and propose policies that can improve student learning (e.g., better school communications with LEP parents and supplemental educational instruction activities). By having representatives of local educational programs at the table, the ENLACE program helps students, parents, community members, and educators work together to address their shared interest in improving student performance.

Because the mentoring program is almost exclusively staffed by college work-study students, its other costs are low as \$128 per student annually or an average of \$0.70 per student per school day, according to the Los Compañeros project director.

The Santa Ana Partnership Santa Ana ENLACE Santa Ana, California

The Santa Ana Partnership—a collaboration of higher education institutions and the local school district—originally came together in 1983 in response to the rapidly changing demographics of the Santa Ana Unified School District. Recognizing that the school population was growing and becoming increasingly Latino and LEP, the Partnership developed educational policies and programs to address newcomer student needs. Over the years, Santa Ana schools have changed their curriculum and graduation requirements, expanded supplemental educational activities, and developed innovative parental involvement programs.¹⁶

Although the quality of education for immigrant children in the district has improved, finding ways to provide financial support for students who qualify for college but do not have the resources remains an ongoing challenge. This challenge is especially daunting for undocumented students who make up a significant segment of the Santa Ana school-age population. Most of these students came to the United States years ago as children; they grew up in this country, stayed in school, and worked hard to earn a high school degree.

If passed, the proposed bi-partisan legislation, known as the DREAM Act, will improve access to higher education for undocumented students.¹⁷ As this legislation is debated and even if it were to

pass, the Santa Ana Partnership recognizes that there needs to be financial resources to help these students access higher education.

For the Partnership, it is part of the larger problem of helping low-income immigrant students attend college even if they have very limited resources. As Sara Lundquist, Vice President of Santa Ana College and a coordinator of the local ENLACE project, stated, “We do not want youths to lose the opportunity to become professionals and become productive members of society... If they don’t go to college now, their lives could turn out dramatically different, and our communities will have lost out on an educated, promising group of young immigrants.”

To help raise resources for these college-qualified youths, the Santa Ana Partnership has developed fundraising programs and actively encourages businesses, foundations, and even small donors to contribute to privately funded scholarships and education funds that do not exclude individuals based on immigration status. As Ms. Lundquist explained, “These funds are not set aside for any particular group, but they allow all college-eligible students to compete based on their academic achievements and financial need.”

The Santa Ana Partnership has successfully worked with a growing number of local foundations and philanthropists to provide college scholarships to immigrant youths. While their specific goals vary, all of these funds are designed to supplement federal and state financial aid programs by helping students who otherwise cannot go to college. With few limited exceptions, these scholarships do not exclude students based on their immigration status. The local funds include:

- **Santa Ana 2000 Scholarship,** which was established by the City of Santa Ana, Santa Ana Unified School District, and Rancho Santiago Community College District’s Santa Ana College in

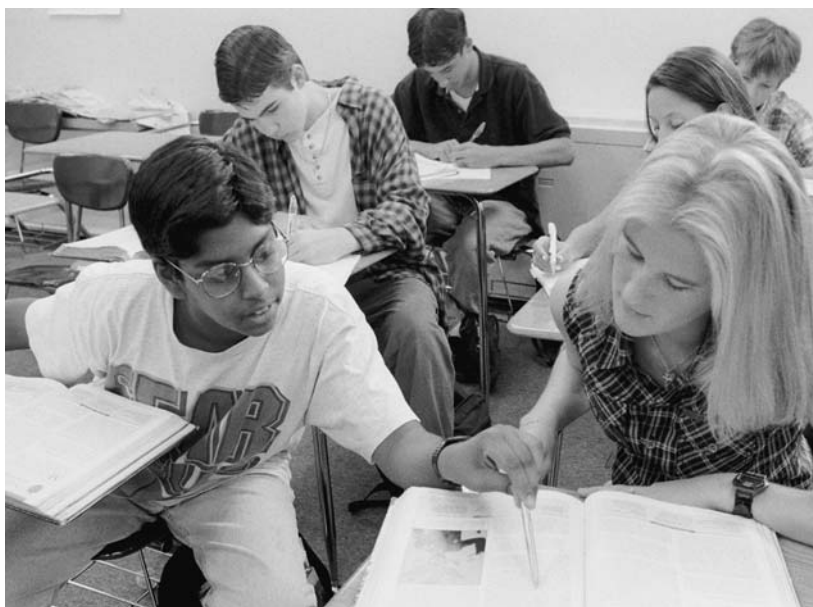
16. For more detailed description of the partnership accomplishments, go to www.sac.edu/community/partnerships/enlace/index.htm.

17. For more information about the DREAM Act, go to www.nilc.org/immlawpolicy/DREAM/index.htm.

THE DEVELOPMENT, RELIEF & EDUCATION FOR ALIEN MINORS (DREAM) ACT

At the national level, an estimated 65,000 students graduate from high school each year but are ineligible for financial aid because they are undocumented. The majority are young people who have lived in the U.S. most of their lives, having come to the United States with their parents when they were young. While they are ready to attend college, become professionals, and contribute to society, they face a number of barriers. They often do not have the financial resources to attend college, are unable to work because of their undocumented status, and live in fear of being detected by immigration officials.

A bipartisan supported bill, known as the DREAM Act, would provide immigration relief to these students if they attend college. The proposed law would allow students brought to the United States more than five years ago when they were 15-years old or younger, and can demonstrate good moral character, to apply for a conditional immigration status that would provide six years of legal residency. During the six-year period, they must (1) graduate from a two-year college, (2) complete at least two years towards a four-year degree, or (3) serve in the U.S. military for at least two years. Students who meet these requirements would be eligible to apply for permanent-residency status. A similar version of the bill, introduced in 2004, was sponsored by 48 U.S. Senators and 152 U.S. representatives, but as of spring 2006, neither the House nor the Senate has had a floor vote on this important bill.



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1994 as part of an ambitious, long-term initiative to make higher education accessible to all local high school graduates via Santa Ana College. The city appropriated \$900,000 in seed money to launch the program, which is complemented by individual contributions from employees at the city, school district, and college. Approximately 50 scholarships are awarded annually, providing each student with \$1,000 over two years.

- **The Hispanic Education Endowment Fund**, which is a regional resource that provides scholarships for Latino students attending higher education institutions. Formed by a coalition of educational, community, faith-based, and business groups, and administered by the Orange County Community Foundation, it administers a portfolio of 28 sub-funds that makes approximately 350 scholarship grants totaling over \$700,000 annually.

- **The Santa Ana Education Fund**, which holds monies raised by the local school district to assist academically talented and motivated college students. Approximately \$100,000 in direct scholarship assistance is provided annually to the district's graduates.

- **The Santa Ana College Foundation** awards more than a quarter of a million dollars annually to incoming, continuing, and transferring Santa Ana College students who otherwise cannot afford to attend college.

As these fundraising efforts expand, the Santa Ana Partnership hopes to work through the ENLACE project to develop statewide models that leverage private sector resources to help bring higher education within the reach of more immigrant students.

LEVERAGING COMMUNITY COLLEGES

**City College of San Francisco
San Francisco, California**
www.ccsf.cc.ca.us

Community colleges are particularly important educational institutions for immigrant adults. They help integrate newcomers by providing English-as-a-Second-Language (ESL) courses, vocational training, basic adult education, and access to other education opportunities. Research suggests that newcomers are 20 percent more likely than U.S.-born college students to begin their higher education experience at a community college.¹⁸ In many states, immigrants are rapidly becoming a large segment of the community college student population.

18. Woodlief, Blaze, Catherine Thomas, and Graciela Oroaco. 2003. *California's Gold: Claiming the Promise of Diversity in Our Community Colleges*. Oakland, CA: California Tomorrow.

Successful community colleges have responded to these demographic changes by developing new educational practices that help newcomers become self-sufficient and productive. These include:

- Providing targeted outreach, often in multiple languages, to inform newcomers of ESL, vocational programs, and other educational opportunities.
- Hiring bilingual staff in public contact positions, support programs, and counseling.
- Developing strong English acquisition programs and linking vocational training and educational programs so that newcomers can develop other skills as they are learning English.
- Providing class schedules and curricula that respond to the realities of working immigrants' lives.
- Developing programs and procedures that encourage immigrant students to pursue higher education opportunities (e.g., moving from ESL courses to vocational training, noncredit to credit classes, certificate to full-time study, and two-year to four-year institutions).
- Building partnerships with businesses, government agencies, and immigrant organizations to address the educational needs of this fast-growing community.

City College of San Francisco has been a national leader in providing innovative education to newcomers. With approximately 106,000 students, eight major campuses and over 150 classroom sites located in community centers, churches, public schools, and government offices, City College makes extensive efforts to have its educational programs be broadly available. About half of the students pursuing associate degrees are immigrants. Forty percent of City College's new students take the ESL placement test, and ESL is its largest department, with almost 25,000 students. To serve its large newcomer student population, City College has taken a number of steps to address their educational goals:

- **Developing curricula that address the needs of immigrant adults.** In addition to offering basic ESL classes, City College has been a national leader

in developing "bridge" programs that help immigrants progress toward their other educational or career goals while learning English. Many of its vocational training courses, for example, require only basic English skills, thereby allowing newcomers to develop job skills while enrolled in ESL. In addition, City College offers a large number of courses that integrate academic content or vocational training into ESL classes. These include ESL citizenship classes to help newcomers naturalize, intensive vocational ESL immersion courses to help low-income newcomers find mainstream employment, and occupational-specific vocational ESL programs that help immigrant workers prepare for jobs in the fields of health care, child care, construction, hotels, and the food industry. Recognizing that many immigrants already have valuable vocational skills, City College also works with community organizations and businesses to help foreign-born health workers, doctors, and engineers improve their English, obtain professional credentials, and receive training so that they can fully utilize their skills in the United States.

- **Providing courses that easily fit into the lives of immigrant workers.**

Because many immigrant adults work long hours or multiple jobs, finding time to attend classes is often challenging. City College has made special efforts to "fit" their courses into the lives of immigrants by offering frequent evening and weekend classes and making them available at satellite campuses or community centers in neighborhoods where immigrants live or work. For instance, the college's Chinatown campus holds the largest group of ESL classes on Sunday mornings because many students work six days a week and cannot attend class at any other time. City College also tries to make it easier for ESL students to further their education and pursue certificates or degrees as they learn new skills by offering both noncredit and credit classes at most campuses.

- **Providing support to immigrant students.** City College's Learning Assistance Center provides academic support to all students but has specific

programs to address newcomer needs. Students who are enrolled in credit ESL classes are eligible for individual tutoring, and the Center serves almost 12,000 students annually. City College also holds regular ESL workshops, provides computer laboratories for students to learn and practice English and vocational skills, and offers career counseling.

- **Working with the local community to address immigrants' education needs.**

A characteristic of City College that especially stands out is its willingness to collaborate with community organizations, government agencies, and businesses to address the community's education needs. As discussed in the "Promising Practices in English Acquisition" section of this toolkit, City College responded to large-scale closures of local garment factories in 2005 by collaborating with immigrant organizations and unions to re-train hundreds of displaced workers. Similarly, when a community health organization asked City College to help train bilingual workers, it initially created a course that taught students basic health terms so that they could work alongside professional medical staff. However, as the demand for bilingual health workers continued to increase in the Bay Area, the College developed both a certificate program for community health workers and a transfer program that allows bilingual students to earn up to a master's degree in public health. Many of these innovative programs require City College to seek funding from foundations, private donors, and other alternative sources. Private foundation grants received by City College for immigrant related program include The California Endowment and MetLife Foundation.

These programs have not only helped tens of thousands of newcomers improve their English and find better employment, but they have opened the door to advance education. The number of the college's ESL students who transfer to four-year colleges has increased 63 percent since 1999.

EVALUATING EDUCATION EFFORTS

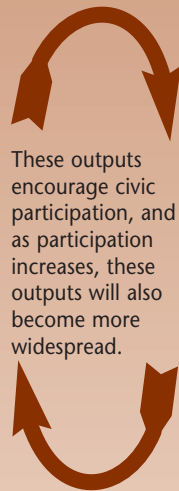
Education is crucial to immigrant integration because it helps put the immigrant on a path towards economic stability, which in turn allows the immigrant to have access to additional opportunities and resources.

Further, a good education from early childhood will better prepare children of immigrants for the next level of education and, eventually, post-secondary and higher education.

The following figure provides sample outputs and outcomes that funders can utilize to evaluate the effectiveness of education programs serving immigrant families.

OUTPUTS

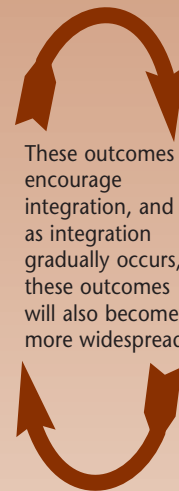
- Parent involvement.
- Parent/student bonding with school.
- Family norms that value education.
- Community support.
- Culturally competent educators.
- Academic support and appropriate curriculum for LEP students.
- Provision of high-quality college and career counseling.
- Access to scholarships and other opportunities and resources.
- Students' participation in extracurricular activities.



OUTCOMES

For all immigrants, regardless of immigration status:

- An inclusive school environment.
- Increased school readiness.
- Improved academic performance.
- Higher aspirations and hope.
- Increased access to higher education.



IMMIGRANT INTEGRATION

EVALUATING EDUCATION EFFORTS

Indicators associated with school readiness among young immigrant children, improved academic achievement for immigrant children and youth of all ages, and higher aspirations for high school immigrant students include:

- Percentage of children with age-appropriate developmental skills and positive behaviors (e.g., little to no difficulty following directions, recognition of basic shapes and the relationship between letters and sounds).

- Improved standardized test scores and grades.

- Increased graduation rates (high school and college).

- Increased GED completion rate.

- Percentage of graduates going to vocational training programs or higher education institutions.

Examples of indicators associated with an inclusive school environment include:

- Percent of immigrant parent volunteers in school.

- Frequency of interaction between immigrant parents and their children's teachers.

- Percentage of immigrant parent who belong to the Parent Teacher Association or any parent associations and actively attend meetings.

- Events that celebrate academic achievement (e.g., graduation ceremonies) and role models among immigrant students and graduates.

- Inclusion of the culture and history of different immigrant groups in the school curriculum.

- Percentage of teachers who share the same cultural background or speak the same language as their immigrant students.

- Receipt of scholarships and other opportunities and resources among immigrant parents and students.

There are many ways to collect the above data, depending on what resources are available for the evaluation. For example, an evaluator could track grades, conduct a survey of immigrant parents to gauge their knowledge

of scholarships and other opportunities and resources available to their children, follow-up with immigrant students who sought post-secondary education and track their academic progress, or work with children and youth to document their hopes and aspirations.

SOURCES:

Consultative Session on Increasing English Language Learning By Low-Income Immigrant Parents And Children, November 30-December 1, 2005. Sponsored by the Annie E. Casey Foundation.

Rhode Island KIDS COUNT. 2005. Getting Ready: Findings from the National School Readiness Indicators Initiative. Report sponsored by The David and Lucile Packard Foundation, Kaufman Foundation, and Ford Foundation.

Martinez, T.E. and Ted Wang. 2005. Supporting English Language Acquisition: Opportunities for Foundations to Strengthen the Social and Economic Well-Being of Immigrant Families. Sebastopol, CA: Grantmakers Concerned with Immigrants and Refugees and the Annie E. Casey Foundation.

Promising Practices to Improve Immigrants' Health and Well-Being

Health is a cornerstone of immigrant integration as much as education and learning English. If a family has health insurance for their children, then those children are in school learning and not home sick. Their parents don't have to miss work as often and can stabilize their family financially. Medical bills are the number-one cause for bankruptcy, so this is also about protecting the family against the financial difficulty that comes along with being uninsured."

—Laura Hogan, Program Director, Access to Health Services
The California Endowment

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INTRODUCTION

When immigrants arrive in the United States, they are generally healthier than native-born residents. However, over time, their health conditions converge with those of the general population. Acculturation to American lifestyles and dietary habits may account for part of this change, but immigrants also face a number of barriers to maintaining good health. As a group, they are much less likely than citizens to have health insurance, resulting in less access to preventive services, fewer regular check-ups, and ultimately poorer health outcomes.¹ Even when newcomers are eligible for health insurance, they

often face a variety of language, cultural, and immigration-related barriers that limit their access to quality care.

Maintaining good health is a critical element of immigrant integration. It is fundamental to newcomers' ability to find and keep jobs, learn English, and contribute to the vitality of their new communities.

Foundations can support programs that expand both eligibility and access, as well as reduce barriers to health care for newcomers, including:

- Policy and advocacy projects to expand health insurance coverage for immigrants and their children.
- Outreach and informational campaigns to educate immigrants about the U.S. health care system, their eligibility for health care services, and healthy behaviors.
- Efforts to deliver health services to immigrants in a linguistically and culturally competent manner.

By supporting these strategies, foundations will promote good health for immigrant families and enable newcomers to contribute to the overall well-being of the broader community.



© Tony Armour Photography, Inc.

1. Grantmakers In Health. 2005. *For the Benefit of All: Ensuring Immigrant Health and Well-Being*. Washington, D.C.: Grantmakers In Health. Available at www.gih.org.

This section provides a brief overview of the health care barriers faced by many newcomers, as well as promising practices to overcome these challenges.

LOWER RATES OF HEALTH INSURANCE

Immigrant families are much less likely than citizens to have health insurance for a number of reasons:

- **Less coverage from employers.** While over 80 percent of immigrants have families that include at least one full-time worker, a disproportionate number is employed by small firms or low-wage sectors which are less likely to offer health benefits.
 - **Ineligibility for federal health insurance programs.** The 1996 federal welfare and immigration laws bar most legal immigrants from Medicaid and the State Children's Health Insurance Program (SCHIP) in their first five years in the United States. (The few exceptions to this bar include refugees and political asylees). After five years, most remain ineligible due to "sponsor deeming," which adds the income of the person who sponsored the immigrant to that of the immigrant in determining eligibility.
 - **Very limited access to public health insurance for undocumented immigrants.** Although some states have begun to offer prenatal care and children's coverage to this population, federal and state laws generally bar undocumented residents from Medicaid and other programs except for emergency care.²
 - **Unfamiliarity with public health insurance programs.** This unfamiliarity results in low rates of participation even among those eligible, particularly the citizen or legal-resident children of immigrants.³
- For immigrants, this low rate of coverage means that they are less likely to have a usual source of care, have visited a doctor during the previous year, or receive immunizations and other

preventive services.⁴ Although few studies have examined the long-term effects of being uninsured among immigrant populations, research on Latinos participating in SCHIP and Medicaid consistently finds that enrollment, even for short periods of time, leads to better health outcomes.⁵

ACCESS BARRIERS TO HEALTH SERVICES

While providing health insurance is the first step to improving immigrants' health, the availability of insurance coverage, by itself, does not automatically lead to greater utilization of health services. Newcomers also face access barriers related specifically to their status as immigrants or their limited English proficiency. These include:

- **Confusion about program eligibility and how to use the U.S. health care system.** Health systems in immigrants' home countries often differ significantly from the U.S. system. Different eligibility requirements for various federal and state health programs add to the confusion, particularly in mixed-status families, in which some members may be eligible for coverage and others may not, depending on their immigration or citizenship status.
- **Fears about consequences for immigration status.** Many immigrants are reluctant to use any publicly funded health programs because they are afraid of adverse immigration consequences even though most of their concerns are unfounded. Common fears include:
 - *Being labeled a "public charge,"* which can result in difficulties obtaining permanent residency ("green card"), re-entering the country, or sponsoring a relative. This concern deters many from seeking care, despite the fact that receipt of non-cash benefits, such as Medicaid and other publicly funded health programs, are not a factor in public charge.⁶
 - *Making an immigrant's sponsor financially liable for the immigrant's use of public health programs.* No state has prioritized seeking reimbursement from sponsors in these situations.⁷

- *Providing sensitive information about family members that could lead to deportation or other negative immigration consequences.* The verification and reporting requirements in some states' application processes raise concerns that confidential information will be shared with immigration enforcement officials.

- **Language and cultural barriers.** Approximately half of all foreign-born adults in the United States speak English with some limitations,⁸ and many come from cultures that have very different attitudes toward illnesses and medicine. These differences can create barriers to applying for health coverage and communicating with health care providers.⁹

2. For details on health programs for which undocumented immigrants qualify, see National Immigration Law Center. 2004. *Guide to Immigrant Eligibility for Federal Programs*. Los Angeles, CA: National Immigration Law Center. Available at www.nilc.org.

3. Staudt, Kathleen and Randy Capps. 2004. "Con la ayuda de Dios? El Pasoans at the Border." In Philip Kretsedemas and Ana Aparicio, eds., *Immigrants, Welfare Reform, and the Poverty of Policy*. Westport, CT: Praeger.

4. Fremstad, Shawn and Laura Cox. 2004. *Covering New Americans: A Review of Federal and State Policies Related to Immigrants' Eligibility and Access to Publicly Funded Health Insurance*. Washington, D.C.: Henry J. Kaiser Family Foundation.

5. Shone, Laura, Andrew Dick, Jonathan Klein, Jack Zwanziger, and Peter Szilagyi. 2005. "Reduction in Racial and Ethnic Disparities After Enrollment in the State's Children's Health Insurance Program." *Pediatrics* 115(6): 697-705; Ku, Leighton. 2005. *Medicaid: Improving Health, Saving Lives*. Washington, D.C.: Center on Budget and Policy Priorities.

6. Fremstad and Cox, 2004.

7. National Immigration Law Center. 2005. *Overview of Immigrant Eligibility for Federal Programs*. Los Angeles, CA: National Immigration Law Center. Available at www.nilc.org.

8. Capps, Randolph, Michael Fix, Jeffrey Passel, Jason Ost, and Dan Perez-Lopez. 2003. *A Profile of the Low-Wage Immigrant Workforce*. Washington, D.C.: Urban Institute.

9. A more detailed overview of the impact of these barriers, related language access legal requirements, and strategies for overcoming these barriers can be found in the "Promising Practices in Language Access" section.

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Supported by both foundation and government funding, universal health insurance programs for children have greatly expanded over the past five years. As of early 2006, New York, Washington, D.C., Massachusetts, Rhode Island, Washington State, Illinois, and a growing number of counties in California offer programs that cover children without regard to citizenship or immigration status.

22 states provide state-funded coverage

28 states do not provide state-funded coverage

107



SECURING STATE-FUNDED SERVICES

California Immigrant Welfare Collaborative
Los Angeles, California
www.caimmigrant.org

The work of the California Immigrant Welfare Collaborative (CIWC), a partnership among four organizations, has made California a model for providing health and social service programs for low-income immigrants. The 1996 federal welfare and immigration laws restricting newcomers' access to public health and social service programs had a particularly harsh impact on California. While an estimated 40 percent of the immigrants affected by the new restrictions resided in the state, no single organization had the capacity to develop a statewide response. Funding from The California Endowment, The California Wellness Foundation, the Ford Foundation, and the David and Lucille Packard

Foundation made it possible for a core group of legal and community-based organizations (Asian Pacific American Legal Center, Coalition for Humane Immigrant Rights of Los Angeles (CHIRLA), National Immigration Law Center, and Northern California Coalition for Immigrant Rights) to form CIWC.¹¹ In its first years, CIWC documented the harmful effects of these federal restrictions and developed into a statewide network that successfully advocated for the continued provision of public health care and social services to immigrants.

Over the course of several years, CIWC played a pivotal role in securing what the Urban Institute has described as one of the most "generous" and "comprehensive" state-funded safety nets for immigrants who lost eligibility for federal programs.¹² With state funding, California's Medicaid and SCHIP programs have remained available to all immigrants who would have been eligible prior to 1996. In addition, the state

created new food and cash assistance programs for immigrants who lost eligibility for federal Food Stamps and Supplemental Security Income (SSI), as well as a state-only cash assistance program for legal immigrants who became ineligible for federal Temporary Assistance for Needy Families (TANF). CIWC also helped preserve prenatal care for low-income women regardless of immigration status.

CIWC's success is especially striking in that it came shortly after the passage of the anti-immigrant state ballot measure Proposition 187,¹³ which proposed to restrict immigrants' access to education and public benefit programs. However, rather than allowing Proposition 187 and federal welfare laws to paralyze immigrant communities, CIWC and other advocates used these harsh measures to build and mobilize support for newcomers. A key strategy was to increase the visibility and involvement of affected communities in policymaking. Several factors contributed to CIWC's success:

- **Rapid response and multi-year support by funders.** Early recognition by funders of the developing crisis created by the 1996 laws made it possible for CIWC to launch a rapid, large-scale response. And multi-year foundation support gave CIWC the opportunity to advocate for incremental expansions of replacement programs that, over time, came to cover most immigrants who were no longer eligible for federal programs.

- **Combining policy analysis with community-based advocacy.** CIWC has been effective because its members have diverse and complementary skills, include broad-based immigrant rights

11. The current organizational members of CIWC have changed slightly with Services Immigrant Rights and Education Network (SIREN) joining in the early 2000s after the Northern California Coalition for Immigrant Rights discontinued operations.

12. Zimmerman, Wendy and Karen Tumlin. 1999. *Patchwork Policies: State Assistance for Immigrants under Welfare Reform*. Washington, D.C.: Urban Institute.

13. Proposition 187 was an initiative approved by California voters in 1994 that, among other things, prohibited undocumented immigrants from attending public schools and limited their access to public benefits programs. Proposition 187 never took effect; it was immediately enjoined by a federal court, which eventually ruled that the measure violated the U.S. Constitution.



coalitions in Northern and Southern California, and have access to a wide range of institutions and communities that can mobilize public support.

- **Extensive outreach to affected populations.** In its first three years, CIWC project staff traveled throughout the state and provided training on legislative changes to over 1,000 community organizations, ranging from large service providers to small, emerging immigrant groups. Staff also conducted workshops and presentations to more than 10,000 immigrants, where they both educated community members and brought them into the policymaking process.

- **Empowering community groups and immigrant leaders to participate in policymaking.** This began in 1997 with an annual “Immigrant Day” that brought up to 1,000 people to the state capital to share their concerns directly with policymakers. “The large size of these initial events,” recalls Susan Drake, then executive director of the National Immigration Law Center, “made a deep impression on policymakers, as many were only beginning to recognize that newcomers were a growing part of their constituencies.”

These activities, combined with growing representation of minority communities in the state legislature, created opportunities to build long-lasting support for increasing immigrants’ access to public health and economic security programs.

Ten years after its inception, CIWC continues to protect access and services for immigrants. With its extensive network and policy advocacy experience, CIWC emerged as the leading pro-immigrant voice in the state capital.

RESTORING HEALTH INSURANCE FOR LOW-INCOME IMMIGRANTS

Children’s Alliance
Seattle, Washington
www.childrensalliance.org

In 2002, the Washington State legislature responded to a budgetary crisis by cutting some of its health care programs, including eliminating three insurance programs for low-income individuals whose immigration status made them ineligible for Medicaid. These cuts affected over 28,000 people, 90 percent of them children. While individuals who lost coverage were eligible for the state’s Basic Health program, less than half enrolled because the program required monthly premiums and significant co-pays, offered fewer medical services, and provided few language access services.¹⁴

Although the cuts initially caught health advocates by surprise, they quickly developed a campaign to restore coverage for tens of thousands of children. Recognizing that Washington State has traditionally been a leader in expanding public health insurance coverage and

that the public was generally supportive of providing children with health services, Children’s Alliance and other advocacy groups developed a multi-year campaign to restore the cuts through the following strategies:

- **Developing a broad coalition of organizations and institutions** that supported restoring health insurance for immigrants, including local governments, community-based organizations, clinics, hospitals, and private businesses.

- **Working with health providers to identify individual stories that put a human face to the cuts.** These stories included children who were no longer able to receive preventive care or could not afford needed medical procedures.

- **Providing legislators and government officials with analysis of the cuts’ impact.** Children’s Alliance began publishing policy bulletins immediately after the cuts took effect, showing high numbers of children losing coverage. It also worked with researchers on a report (supported by the Henry J. Kaiser Family Foundation) that provided detailed analysis of the cuts’ harmful effects and true costs.¹⁵ The report showed that the “cuts” actually resulted in substantial cost shifting to county public health agencies and local clinics.

- **Developing public messages that promoted coverage for immigrant children as part of an overall campaign to increase health care coverage for all children.** Children’s Alliance found that its message resonated better with policymakers and the public as part of an effort to help all children, including U.S. citizens, who were losing health insurance because of recent budget cuts.

As a result of this campaign, the legislature and the governor restored the previously cut health insurance coverage for all children, including programs for immigrant children, regardless of immigration status. Research and advocacy played a key role in convincing

14. Gardner, Mark and Janet Varon. 2004. *Moving Immigrants from a Medicaid Look-Alike Program to Basic Health Insurance in Washington State: Early Observations*. Washington, D.C.: Henry J. Kaiser Family Foundation.
 15. Ibid.

policymakers to reverse these cuts. As Liz Arjun of Children's Alliance observes, "They may have initially thought their cuts would have minimal effect. But when we showed them that tens of thousands of children were no longer receiving regular medical care and the cost savings were minimal, they realized that taking health insurance away from immigrant children and children in general was a bad decision."

PROMOTING COVERAGE FOR ALL CHILDREN

County and Statewide Approaches in California
www.insureallkids.org

"In polling, we've discovered that people understand that health coverage for all children is both the right thing to do and the smart thing to do."

—Laura Hogan, Program Director,
 The California Endowment

In 2000, government and community leaders in California's Santa Clara County came together to determine the best way to allocate new monies that would be arriving from the Tobacco Settlement Fund. After considering various options, they identified a key priority: to make fundamental changes in the fragmented and confusing system that prevented many eligible children from enrolling in publicly funded health insurance programs.

The system was especially difficult for immigrant families, the majority of which have mixed immigration status. Depending on the children's citizenship or immigration status, an immigrant family could have one child eligible for Medicaid, one child eligible for the State Child Health Insurance Program (SCHIP), and one child eligible for no publicly funded health coverage at all.

It became clear to these leaders that the County needed to create a more efficient, better coordinated system to increase both coverage and enrollment of qualified children. After more than a year of planning, the Children's Health Initiative (CHI) was launched in 2001. CHI has three components: (1) health coverage for all children in Santa Clara County whose family income was under 300 percent of the federal poverty level and who were not currently eligible for existing Medicaid or SCHIP coverage; (2) expanded and coordinated outreach to increase enrollment; and (3) significant streamlining of enrollment processes across multiple public programs.

"What people inside the health system saw was that a lot of children who were eligible for programs were not enrolling because the system was so tough to navigate. They felt they had a responsibility to simplify the system and create an enrollment program that would really work," says Laura Hogan, director of Access to Health Services at The California Endowment. In December 2005, The California Endowment awarded \$7.5 million in grants to local Children's Health Initiatives in counties throughout California as part of its ongoing support of such efforts.

The initial idea in Santa Clara County originated at the grassroots. Two local advocacy groups—Working Partnerships USA, a labor-based research group, and the faith-based People Acting in Communities Together (PACT)—knew



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that the tobacco money would be coming in and quickly drew up a plan to provide health coverage to children whose family income and immigration status left them uninsured.

Although Medicaid and SCHIP cover children under 250 percent of the federal poverty level, there was nothing for children in families who earned more than that threshold yet too little to afford private health insurance. Ineligible for any publicly funded health coverage, undocumented children also fell through the cracks.

To implement the program, Working Partnerships USA and PACT partnered with the County Health Department, the First Five Commission, the Social Services Agency, the Santa Clara Health Plan, and officials at both the county and city levels. From the very beginning, the Children's Health Initiative in Santa Clara has been a partnership between the private and the public sectors. While the proportion varies from county to county, all counties with a Children's Health Initiative are public-private partnerships, supported by public funds as well as foundation grants and other private donations.

"In just about every county, it's been a cooperative and collaborative effort on the part of a lot of different sectors, and that's what makes it so powerful," notes Rebecca Stark, program coordinator at PICO California, which is working to promote statewide health coverage for children.



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"It's a program for all kids, so immigration status doesn't become an issue."

**—Linda Baker, Program Officer
David and Lucile Packard
Foundation**

Under the CHI guidelines, all children up to the 300 percent of the federal poverty level are guaranteed health coverage, meaning that in 2006, a household of four can earn up to \$60,000 and still qualify. CHI, unlike the state's Medicaid and SCHIP programs, also covers undocumented children. "It's a program for all kids, so immigration status doesn't become an issue," says Linda Baker, program officer at the David and Lucile Packard Foundation.

The Children's Health Initiatives that many California counties have adopted also streamline a daunting application process. Under such programs, all income-eligible families, even those that include children in mixed-status families, fill out a single application with the assurance that all of their children will be enrolled in a health care program. Moreover, children in one family are able to see the same providers regardless of the program in which they are enrolled.

"When Santa Clara gave families a simple message that they could enroll in one place with one application, families did come in and enroll," Hogan says.

This strategy eliminated the confusion and intimidation that prevented many families from applying in the first place, significantly increasing enrollment in all three public health insurance programs. In its first two years alone, Santa Clara's Children's Health Initiative increased enrollment in Medicaid and SCHIP in the county by 28 percent.

Santa Clara County's success helped spur the creation of similar programs in 17 other counties, including, significantly, Los Angeles County which started an initiative in 2003 and already has enrolled 43,000 children. In all, these initiatives have provided coverage to more than 80,000 children in California

and assisted in enrolling another 80,000 in Medicaid and SCHIP. As of 2005, 90 percent of all children in California were insured, either through public or private insurance programs. In pioneering Santa Clara County, this statistic reached an impressive 98 percent.

Planning of similar initiatives in a number of other counties is underway. "The most important thing for a county to do when starting an initiative is to build the right coalition of people, and it has to be a broad coalition that includes business, teachers, health providers, and others," advises Hogan. "You have to have champions who really want to achieve this goal and believe in what's happening."

Hogan further explains, "In polling, we've discovered that people understand that health coverage for all children is both the right thing to do and the smart thing to do. Issues related to immigration status do not weigh heavily

"When Santa Clara gave families a simple message that they could enroll in one place with one application, families did come in and enroll."

**—Laura Hogan, Program Director
The California Endowment**

in the public's mind when considering the benefit of this policy change. The feeling is that they didn't come here of their own choosing, they are in society now, and they are here to stay."

In addition to addressing ethical and societal responsibility, having a Children's Health Initiative provides practical economic benefits.

"Investing in insurance for children, especially undocumented children, provides them with greatly improved access to care. And, the fact that CHI brings insurance to nearly all children pulls into the system many children who have been eligible for insurance but were not previously enrolled. This is smart fiscal policy," Baker says. She also notes that in 2001 and 2002, the evaluation of the Santa Clara initiative showed that the 28 percent increase in enrollment in the state's Medicaid and SCHIP programs has brought nearly \$25 million in federal and state dollars into the county, which local officials appreciate and need.

Although the initiatives vary slightly from county to county, they remain largely similar for pragmatic and long-term fiscal reasons. But their comprehensive approach to coverage—and the high level of demand for coverage—means that the initiatives cannot be sustained in the long term by local dollars alone. Funding, especially for small rural counties, is a major challenge.



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DVD

**Watch the DVD
California Healthy Kids**

Most of us agree that all children, regardless of their immigration status, deserve to be healthy. Be inspired by an energetic and wide cross-section of grassroots and grass-tops stakeholders as they raise the long-term implications—and the short-term urgency—of universal health care for every child.

policy,” Baker says. She also notes that in 2001 and 2002, the evaluation of the Santa Clara initiative showed that the 28 percent increase in enrollment in the state’s Medicaid and SCHIP programs has brought nearly \$25 million in federal and state dollars into the county, which local officials appreciate and need.

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“Each county has used a different strategy for funding,” Baker explains. “They all use First Five, tobacco settlement money, county general funds, private donations, and foundation dollars, but at this point, the demand for services is so high that waiting lists are forming, and fundraising has become a challenge. It’s not easy.”

The hope, says Baker, is that eventually all the programs in each county can become one statewide initiative.

A coordinated advocacy effort is underway to make this hope a reality. This effort is led by PICO California and the 100% Campaign, which is a coalition of three children’s advocacy organizations: Children Now, The Children’s Partnership, and Children’s Defense Fund.

Two strategies are simultaneously in play: working through the budget and legislative process in the California General Assembly and passing a statewide tobacco-tax ballot initiative. If either the legislation or the initiative were to pass, statewide universal health insurance for low-income children would become a reality. California would join six other states in the country that offer such coverage.

Supporters of universal health coverage for children in California continue their efforts to win public support for the ballot initiative and the bill under consideration in the General Assembly, while also advocating for state funding for county-level initiatives. This multi-strategy approach is particularly important because several counties have started to freeze their Children’s Health Initiative enrollment due to insufficient funding.

In 2006, Illinois became the first state in the nation to provide universal health coverage for all children through age 18, with graduated premiums based on family income. The All Kids program, effective July 1, 2006, provides coverage for preventive care, dental and vision services, hospital costs, and prescription medicine.

With the number of uninsured and the cost of health care skyrocketing, affordable health coverage is vital to the well-being of low-income families. Hogan sums it up this way, “Health is a cornerstone of immigrant integration as much as education and learning English. If a family has health insurance for their children, then those children are in school learning and not home sick. Their parents don’t have to miss work as often and can stabilize their family financially. Medical bills are the number-one cause for bankruptcy, so this is also about protecting the family against the financial difficulty that comes along with being uninsured.”

OUTREACH AND EDUCATION PROGRAMS

Helping immigrants become more familiar with the U.S. health care system and the services for which they are eligible is an important first step toward self-sufficiency.

ELEMENTS OF PROMISING PRACTICES

Successful health outreach and communication campaigns that target newcomers require addressing the immigrant-specific barriers discussed above (e.g., language, culture, and perceived and real immigration consequences), helping them understand how to access and receive medical services, and communicating the information through multiple sources that are trusted by the targeted community. General elements of an effective health outreach effort targeting newcomers include:

- **Culturally appropriate materials and messages.** Simply translating materials into other languages is not enough; messages and materials need to be developed specifically for the targeted audience. Public health campaigns are increasingly using market research, focus groups, and community discussions to identify appropriate messages and messengers. “

- **Targeted campaigns that utilize ethnic or foreign-language print and electronic media.** Many immigrant families rely upon media sources in their native language for information and news. Research suggests that health outreach efforts conducted through ethnic media can be less costly and more effective in reaching newcomers than mainstream media campaigns.¹⁶

- **Community-based strategies.** Effective strategies include distributing information at neighborhood fairs, making presentations at community meetings or churches, and going door-to-door in immigrant enclaves. Combining a targeted media campaign with community-based outreach is an especially promising approach.¹⁷

- **Provider-based outreach.** Trusted and accessible clinics and health center workers can be very effective in communicating information and encouraging enrollment in public health programs. In Los Angeles, for instance, 40 percent of all applications to the state SCHIP program come through health providers, more than twice the number from any other single source.¹⁸

- **School-based strategies.** Promising practices include programs that link enrollment of children in public health programs with the application process for subsidized school lunches.

Although these general strategies can be utilized with most immigrant populations, differences in beliefs and background need to be taken into account. For instance, focus groups reveal that some ethnic groups are less likely to enroll in health programs because of immigration concerns, while the primary barriers for others are language capacity or misunderstandings of eligibility requirements.¹⁹ Outreach needs to take into account these differences and should incorporate media outlets and community-based groups that are trusted by each targeted group.

MULTIMEDIA HEALTH OUTREACH CAMPAIGN

North Carolina Division of Public Health and North Carolina Healthy Start Foundation
Raleigh, North Carolina
www.ncpublichealth.com
www.nchealthystart.org

In 2000, North Carolina officials launched an outreach campaign to promote awareness of the state's publicly funded children's health insurance programs among Latino families. Rather than simply translating materials into



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16. USC Division of Community Health. 2006. *Reaching Out and Reaching In: Understanding Efforts to identify and Enroll Uninsured Children into Health Insurance Programs*. Los Angeles, CA: The California Endowment.

17. USC Division of Community Health. 2006. *Reaching Out and Reaching In: Understanding Efforts to identify and Enroll Uninsured Children into Health Insurance Programs*. Los Angeles, CA: The California Endowment.

18. Ibid.

19. Ibid.



Spanish, the state's Division of Public Health entered a unique public-private partnership with the North Carolina Healthy Start Foundation to develop appropriate messages and strategies targeting Latinos through a broad media and community outreach campaign.

The success of this on-going campaign is due in large measure to the partners' collective vision, cooperation, and willingness to build on each partner's strengths and expertise. The project began by convening an advisory panel of Latino advocates, holding consumer focus groups, and hiring one of the state's first Latino public relations firms. The result was a multi-faceted campaign to promote a state-run,

toll-free, bilingual hotline that provides information and referral on material and child health. The campaign included print materials, advertisements, and radio programming featuring "Ana Maria," a trustworthy Mexican woman and her family.

One highlight of the campaign is a colorful "fotonovela," or picture book, featuring Ana Maria's family. The book explains complicated information in a format that is familiar to the intended audience. Bilingual state and Foundation staff held focus groups to understand what information could help "bridge" Latinos from their previous health care systems to the one in the United States. This research was used to design and distribute the fotonovela and other bilingual materials to communities across the state through a network of community service providers, clinics, businesses, and outreach workers. Nearly 500,000 copies of Spanish outreach materials were distributed in 2005. The materials were reinforced through the placement of news stories and advertisements in Spanish media.

The popular "Ana Maria" now appears in materials on other health topics, such as obtaining preventive health care for children, reducing the risk of Sudden Infant Death Syndrome, the dangers of secondhand smoke, and the importance of folic acid for women of childbearing age.

To expand its efforts, the Foundation launched a Spanish website (www.nchealthystart.org/enespanol) in early 2006 with information on child health insurance, the state's health care system, infant mortality reduction, women's health, pregnancy, and infant care. All materials can be easily downloaded or ordered from the site.

Although the program's impact is still being assessed, observers note that the Latino community's contact with public health programs has increased significantly. More than 25 percent of the calls to the state's health resource hotline in 2005 were made by Spanish-speaking individuals, and 77 percent of these callers inquired about the state's child health insurance program.

¿Tiene Seguro Médico Su Hijo?

Seguro médico gratuito (Medicaid) o de bajo costo para niños y adolescentes.

¿Tiene Seguro Médico Su Hijo?

Seguro médico gratuito (Medicaid) o de bajo costo para niños y adolescentes.

¿Tiene Seguro Médico Su Hijo?

Seguro médico gratuito (Medicaid) o de bajo costo para niños y adolescentes.

Una mejor salud para sus hijos y tranquilidad para usted.

Su hijo puede tener derecho a los programas de Health Check (Medicaid) o NC Health Choice para obtener un seguro médico gratuito o de bajo costo para niños y adolescentes menores de 19 años (21 años de edad en algunos casos). Aún pueden tener derecho los niños en hogares en los que uno o ambos padres trabajan y sus ingresos son de \$40,000 o más al año. El programa también cubre a aquellos niños que viven con sus abuelos, otros familiares o en casa de amigos. Sus hijos necesitan un número de seguro social válido.

Límites de ingreso familiar
(Válidos hasta el 31 de marzo, 2007)

| TAMAÑO DE LA FAMILIA | INGRESO MENSUAL* |
|----------------------|--|
| 2 personas | \$2,200 |
| 3 personas | \$2,747 |
| 4 personas | \$3,334 |
| 5 personas | \$3,900 |
| 6 personas o más | Añada \$567 por cada miembro adicional |

* Antes de la deducción de impuestos. Los niños de familias con ingresos por arriba de los límites pueden tener derecho al programa si tienen gastos de guardería infantil, gastos relacionados con el trabajo o gastos de cuidado para mayores.

Incluye beneficios

- Exámenes rutinarios del niño sano
- Medicamentos
- Consultas por enfermedad
- Servicios dentales
- Hospitalización
- Análisis de laboratorio y del oído
- Consejería
- Terapias
- Ortuga
- Equipo y suministros médicos
- Inmunizaciones (Vacunas)
- Servicios para la vista y del oído

Es posible que existan otros beneficios para niños con necesidades especiales de salud.

¿Es fácil presentar una solicitud!

Para obtener más información o para obtener una solicitud, póngase en contacto con el Departamento de Servicios Sociales local, o llame a la Línea de Recursos de Salud Familiar de Carolina del Norte. 1-800-367-2229 (1-800-976-1922 para personas con problemas de audición que tengan equipo TTY).

¡Manténgase inscrito!

Si su hijo ya está cubierto por estos seguros, no olvide RE-INSCRIBIRSE cada año para que continúe recibiendo los beneficios.

1-800-367-2229
La Línea de Recursos de Salud Familiar de Carolina del Norte

www.nchealthystart.org/esp/ingles

INFORMACIÓN LOCAL

INCREASING ENROLLMENT IN PUBLIC HEALTH INSURANCE PROGRAMS

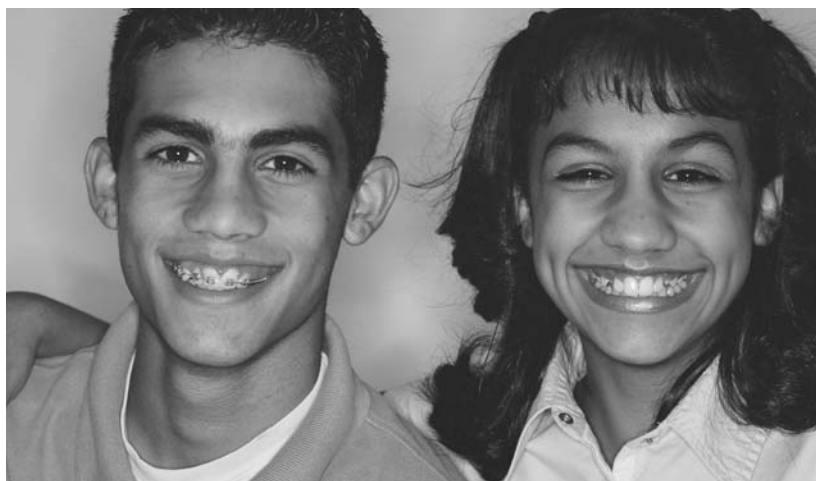
GEM: Get Enrollment Moving
A project of Citrus Valley
Health Partners
Covina, California
www.cvhp.org/gem

Another approach to increasing immigrants' enrollment in public health programs is face-to-face outreach. Although this type of outreach can be labor intensive, it can help alleviate fears, build trust, and provide accurate information to families who otherwise would be hard to reach.

Over the last five years, Citrus Valley Health Partner's Get Enrollment Moving (GEM) project has successfully utilized this approach to enroll nearly 30,000 people into California's Medicaid, SCHIP, and public health programs for children and pregnant women. GEM estimates that approximately 85 percent of the enrollees are Latino, three-quarters have limited English skills, and nearly 35 percent live in a family headed by at least one undocumented adult.

GEM started in 2001 in response to the growing number of immigrant families in the San Gabriel Valley that lacked health insurance. GEM recognized that a successful outreach program required not only educating immigrants about their health insurance options but also addressing deep-rooted fears and misperceptions about the immigration consequences of using public programs.

The result was the creation of a program of volunteer health educators, "promotoras de salud," who go door-to-door in low-income neighborhoods to personally urge eligible families to enroll in public health programs. The volunteers, trained and supervised by GEM staff, visit families, provide health care information, and identify individuals who are eligible for coverage. At GEM's central office, multilingual staff members provide application assistance. As of early 2006, GEM had over 300 volunteers in the promotora program covering 27 zip codes



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east of Los Angeles. The promotoras also work with GEM staff to provide information and enrollment opportunities at churches, schools, health clinics, community centers, nonprofits, and businesses. GEM estimates that its outreach program makes contact with approximately 18,000 families each year.

Several factors have contributed to the success of GEM's promotora program:

- **Recruiting volunteers from the community.** Volunteers share the culture and language of community members and face some of the same challenges (e.g., limited English skills, poverty, and undocumented immigration status). Volunteers can build trust with residents and help them overcome fears of enrolling in public health programs.

- **Making volunteers partners in program development.** GEM looks to the promotoras for leadership in developing outreach strategies. The coordinator of the promotora program describes her approach as "helping to lead the program from beside." The GEM staff meets with the volunteers weekly to gather and incorporate feedback, ideas, and concerns. GEM also holds an annual retreat with volunteer leaders to discuss challenges facing the program, as well as to offer an opportunity for respite, education, and camaraderie.

- **Providing volunteers with an appropriate level of training and encouraging collaboration with health workers.** GEM provides all volunteers training on the U.S. health care system and eligibility requirements

for public health insurance programs. According to Silvia Rodriguez, executive director of GEM, "The promotoras play a critical role in outreaching and identifying people who are eligible. Our staff has a complementary role in answering the technical questions and helping identified individuals enroll in a health plan."

- **Providing personal support and professional development opportunities for promotoras.** The promotora program helps volunteers develop health care knowledge and communication skills, build self-esteem, gain work experience, and access professional training courses. In fact, several current GEM staff originally started as promotoras. Rodriguez notes that being supportive of volunteers encourages long-term participation and strengthens the program. "These women are becoming empowered and are taking it as their mission to start addressing other issues in their community," she says. "Their activities will not only make a huge difference in their own lives but ultimately, it will benefit their communities."

The GEM's promotora program is being evaluated by researchers at the USC Division of Community Health. GEM receives funding from The California Endowment, Kaiser Permanente, First 5 LA, and L.A. County Department of Health Services.

PROVIDING ACCURATE HEALTH INFORMATION

Immigrant Health Access and Advocacy Collaborative
A project of the New York Immigration Coalition
New York, New York
www.thenyic.org

Addressing barriers to low-income immigrants' access to health care in New York City is the mission of the Immigrant Health Access and Advocacy Collaborative. Begun in 2000, the Collaborative involves the New York Immigration Coalition, New York Lawyers for the Public Interest, and eight community organizations that serve newcomers. Together, these organizations provide outreach, training, individual assistance, and systemic advocacy on public health care.²¹

According to Project Director Adam Gurvitch, nearly two-thirds of uninsured adults in New York City are immigrants, and the rate of uninsured immigrant children is five times higher than the city average, even though all children are eligible for the state's SCHIP program. These disparities are due in large part to conflicting messages about immigrants' rights to public health care and the risks of using such services. Since September 11, 2001, newcomers have only become more fearful of the immigration consequences of using public health resources. As *The New York Times* observed, "More and more immigrants are delaying care or retreating into a parallel universe of bootleg remedies and unlicensed practitioners."²²

The Collaborative has been successful in addressing these misunderstandings because the partners are trusted community groups that have longstanding

relationships with specific communities, provide services and advocacy in neighborhood centers, and have the language and cultural expertise to communicate effectively. All eight community organizations receive training and technical assistance from the policy and legal organizations, and each employs at least one part-time bicultural, bilingual health advocate. The Collaborative's activities include:

- **Conducting community education and outreach to raise the awareness and confidence of immigrants and refugees interacting with the health care system.** Community workshops, public education materials, and outreach through the ethnic media inform immigrants of their rights to health care, their eligibility for insurance and affordable payment options, and any potential immigration consequences.

- **Providing direct assistance to immigrants and refugees who have been unable to access or pay for health care.** With technical assistance provided by the policy and legal organizations, the community health advocates help address problems involving lack of access to services, health coverage, hospital payments, or discrimination. The initial four community groups in the Collaborative assisted over 1,100 clients annually. The numbers have increased with the addition of four new community groups in 2005.

- **Using knowledge gained from interaction with individual immigrants to develop recommendations for policy reform.** With the information provided by the community partners, the Collaborative has been able to provide feedback to hospitals and other public agencies on improving their services (as well as file civil rights complaints when agencies have been unresponsive). The Collaborative is also bringing immigrant voices to health policy debates at the state and national levels.



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- **Developing the skills of immigrant-serving organizations through ongoing capacity-building partnerships.** This project has developed the capacity of relatively small immigrant-based organizations to provide accurate and timely health information to community members. The community partners, in turn, are able to implement broad public education in multiple languages and can mobilize their communities to support public policy reforms.

The Collaborative has an annual budget of approximately \$250,000, with funding from Elebash Fund, United Hospital Fund, Alman Foundation, New York Community Trust, Long Island Community Foundation, and Westchester Community Foundation. "All of the organizations in the Collaborative are responding to their communities' need for accurate health information and advocacy, and they devote considerably more resources to health care work than what they receive through these grants," Gurvitch points out. "But what the grants have done is allow them to go deeper on these issues, work together, learn from each other, and develop a coalition that has addressed shared challenges far beyond what any single group could do by itself."



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21. The eight community organizations are Haitian Americans United for Progress, Korean Community Services of Metropolitan New York, Latin American Integration Center, Shorefront YW-YMHA of Manhattan-Brighton Beach, Council of Peoples Organization, Filipino American Human Services, Make the Road by Walking, and Reconciliation and Culture Cooperative.

22. Bernstein, Nina. 2006. "Recourse Grows Slim for Immigrants Who Fall Ill," *The New York Times*, March 3.

INCREASING ACCESS TO REPRODUCTIVE HEALTH CARE

La Promesa and Adult Role Models Planned Parenthood Southeastern Florida www.plannedparenthood.org

Responding to the fast-growing Latino and immigrant communities in southeastern Florida, Planned Parenthood of Greater Miami, Palm Beach, and Treasure Coast Area (Planned Parenthood)²³ established two programs, La Promesa and Adult Role Models, to increase these communities' awareness and access to reproductive health.

La Promesa's goal is to "break down barriers to reproductive health care for the Hispanic population," says Maria Kulp, vice president of education of the local Planned Parenthood. The program uses bilingual community health workers, known as "promotoras de salud," to conduct outreach and communicate with Spanish-speaking individuals, primarily women, served by its health centers. Reflecting the area's ethnic diversity, the promotoras include women from the Caribbean, Mexico, and Central America.

In addition to increasing the access of Latina immigrants to Planned Parenthood services, La Promesa works to heighten their awareness of reproductive and family health issues, promote early detection of and reduce the mortality rate for breast and cervical cancer, and assist families in communicating effectively about sexual and reproductive health.

La Promesa promotoras typically connect with their Spanish-speaking clients at outreach events, including health fairs, after-school programs, and presentations at faith-based organizations. They also go door-to-door to homes, markets, and businesses in Latino communities.

To encourage Latina women to seek health services, La Promesa offers free Pap smears and linguistically and culturally appropriate services. "We started this knowing that Latina women probably are one of the worst groups at seeking care for themselves. We wanted to do outreach to promote the health center, let them know that this was affordable. The program just took off and became a lot larger than anyone had anticipated," Kulp says.

When women call to make an appointment at a Planned Parenthood health center, they are asked for their language preference. If their response is Spanish, a La Promesa staff person will usually greet the person on arrival to the office, help with the completion of forms, and follow-up with the individual after the medical appointment as needed. Kulp estimates that about 3,000 women are served through La Promesa each year, and the program has increased requests for contraception at Planned Parenthood offices in southeastern Florida by 129 percent.

Planned Parenthood also operates Adult Role Models (ARM), a unique trilingual program that utilizes parent volunteers to educate youth and the broader community about sexual health and teen pregnancy. It works with three agencies

that primarily serve Latinos, Haitians, and African-Americans to recruit parents from those communities to participate in the program and organize trainings in English, Spanish, and Creole. ARM also provides 75 hours of training to parent volunteers on information about sexuality. Topics include contraception, puberty, sexual orientation, prenatal care, HIV/AIDS, and more.

"The curriculum is designed to provide the Adult Role Models with current, accurate information on these topics. There is a pre- and post-test completed at each session to let us know if they have increased their knowledge... Additionally, at the end of the training sessions, the [role models] have to design and present a workshop to the group that is taped to be able to give them feedback," Kulp explains.

After their training, these parents return to their communities and train other parents on how they can talk to their children about sex. These sessions can be either formal or informal in nature, depending on the experience of the parents who have finished their ARMs training. While some, particularly those who were professionals in their native countries, teach at churches and community groups, others prefer to teach in their homes. In 2005, the project trained over 70 parents, who in turn have reached another 5,000 parents.

Although the ARM program, which has a staff of three, is funded solely by the Children Services Council of Palm Beach County, La Promesa has received foundation support, including grants from the Quantum Foundation and the Picower Foundation. The success of these programs has led funders to urge that Planned Parenthood expand them to nearby counties. Planned Parenthood chapters in St. Lucy County and Martin County have both adopted La Promesa programs. St. Lucy County also has an ARM program, and Martin County is considering launching one as well.



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23. Planned Parenthood of Greater Miami, Palm Beach, and Treasure Coast Area operates eight health centers in six counties. In 2005, the eight centers served more than 30,000 individuals, approximately 17 percent of whom were Latino.

LANGUAGE ACCESS AND CULTURAL COMPETENCE



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Providing newcomers with access to high-quality health care requires that service providers and insurance programs be able to communicate with them effectively. Because nearly half of all immigrant adults speak English with some limitations²⁴ and 40 percent have resided in the United States for less than 10 years,²⁵ reducing language and cultural barriers is critical to increasing access to good health care.

The “Improving Language Access in Government Services” section of this toolkit provides a general overview of the language barriers faced by new immigrants, describes the legal obligations of federal contractors and grantees (including public health agencies and medical service providers) to provide linguistically accessible services, and highlights promising practices. The general elements of a successful language access policy for assessment, plan development, bilingual staffing, translation of written materials, training of staff, evaluation, and outreach apply in the health care setting as well. Health care organizations that receive federal funds are required to make reasonable efforts to offer free language assistance services to limited English proficient (LEP) individuals.²⁶

In addition to language, culture plays an important role in determining the quality of an individual’s interaction with the health care system. Recent immigrants often bring traditions and practices unfamiliar to U.S. health care professionals, and they often have limited experience with Western medicine.

While new immigrants frequently experience communication problems in their daily lives, language and cultural barriers can be much more harmful when immigrants are seeking medical services. Miscommunications between medical personnel and patients can have costly and tragic consequences for both individual immigrants and the broader community. A report by Grantmakers in Health identifies some of the harmful effects of language barriers in health care:²⁷

- Reduced access to health insurance, preventive care, and specialty services.
- Compromised patient understanding of diagnosis and treatment plans.
- Lower patient satisfaction.
- Lower quality of care, which can lead to serious complications and adverse clinical outcomes.
- Higher costs to the health care system through unnecessary testing as well as medical complications resulting from the lack of treatment or misdiagnoses.

Conversely, there are a number of studies showing the positive health effects of providing LEP patients with language services. A review of these studies found that:

...[P]atients with limited English proficiency who are provided with... interpreters make more outpatient visits, receive and fill more prescriptions, do not differ from English proficient patients in test costs or receipt of intravenous hydration, have outcomes among those with diabetes that are

TITLE VI OF THE 1964 CIVIL RIGHTS ACT

This federal law requires states, counties, and private health providers receiving federal funds to make reasonable efforts to provide language assistance to limited English proficient individuals. This longstanding requirement gained significant public attention after President Clinton issued Executive Order 13166 in 1999, requiring federal agencies to develop procedures for

improving language access to their programs, as well as issuing specific guidance on how recipients of federal funding should implement Title VI’s language access requirements. This order has been affirmed by the Bush administration, which has set up a website to provide guidance, best practices, and resources at www.lep.org.

24. Capps, Fix, Passel, et al., 2003.

25. Moran and Petsod. 2004. *Newcomers in the American Workplace: Improving Employment Outcomes for Low-Wage Immigrants and Refugees*. Sebastopol, CA: Grantmakers Concerned with Immigrants and Refugees and Neighborhood Funders Group.

26. For a detailed analysis of relevant federal laws requiring language access, see: Perkins, Jane, Mara Yudelmann, and Doreena Wong. 2003. *Ensuring Linguistic Access in Health Care Settings: Legal Rights and Responsibilities*, 2nd Edition. Los Angeles, CA: National Health Law Program.

27. Grantmakers In Health. 2003. *In the Right Words: Addressing Language and Culture in Providing Health Care*. Washington, D.C.: Grantmakers In Health.

28. Ku, Leighton and Glenn Flores. 2005. “Pay Now Or Pay Later: Providing Interpreter Services In Health Care.” *Health Affairs* 24: 435-444.

superior or equivalent to those of English-proficient patients, and have high satisfaction with care. LEP patients with bilingual providers ask more questions, have better overall information recall, and are more comfortable discussing sensitive or embarrassing issues; those with hypertension or diabetes have less pain and better physical functioning, psychological well-being, and health perceptions and have high patient satisfaction...²⁸

ELEMENTS OF PROMISING PRACTICES

The health care sector has been a leader in developing promising practices to reduce language and cultural barriers. There is federal funding available to support language assistance in health programs serving low-income families. In addition, several foundations have funded projects that provide advocacy, technical assistance, and research support to help states seek federal matching funds and develop long-term funding streams for this purpose.²⁹ The health care sector has also been well ahead of other fields in developing standards for providing linguistically and culturally competent services.

Improving communications between health care providers and recent immigrants in the service delivery setting has been the focus of most efforts to increase access. Because of the diversity of health care providers (ranging from small clinics to large public hospitals), varying demographics of local communities, and differences in culture and language among immigrant communities, a wide range of practices have been developed over the years. They include:

- **Assessing community needs and developing administrative infrastructure for providing language services.**

Each agency begins with an assessment of the language needs of its service population and its capacity to serve these individuals. This is followed by the development of a plan for communicating both verbal and written information. Providing funding for these initial steps can encourage health care institutions to make the changes needed to serve LEP individuals.

- **Increasing the number of bilingual/bicultural medical staff members.** Research suggests that the best way to provide medical services to newcomers is through bilingual medical providers who are familiar with the culture of their patients. Foundation-supported projects in this area include (1) language and cultural training to existing medical staff; (2) resources to recruit bilingual health workers, nurses, and physicians; and (3) programs to train immigrants to become health workers.³⁰

- **Increasing interpretation resources.** In recent years, a number of third-party interpretation models have emerged, including (1) dedicated staff interpreters at a specific hospital or clinic; (2) private or non-profit in-person contract interpreters; and (3) remote, third-party interpretation. Support for research in using innovative new technologies has helped make remote interpretation services—telephonic, videoconferencing,³¹ and remote simultaneous medical interpreting using wireless technology³²—increasingly viable. Initial research suggests that these approaches can enhance access to medical interpretation because there is no wait for interpreters to be physically present, and they may be more cost-efficient than in-person interpretation.

- **Supporting translation of written documents.** Written materials are critical to communicating health-related information. Patient care instructions, consent forms, medical history forms, and health education materials are all vital documents that should be language-accessible. Health care organizations need to identify and prioritize the most important documents for translation into languages commonly spoken by



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patient populations. Ideally, translated written materials should reflect the cultural nuances of the target population and be at the appropriate educational and literacy levels.

- **Promoting advocacy and policy reform.** As with efforts to expand immigrant eligibility for state public health programs, advocacy is important in developing policies that lessen language and cultural barriers to health care. Foundation-funded advocacy efforts have included projects to urge federal agencies to enforce existing language access laws, advocate that states seek federal reimbursement for language service costs, educate policymakers on the importance of language access, and negotiate with state or local health agencies to develop effective access plans. In some communities, foundations can also play a convening role in bringing various stakeholders together to address language and cultural barriers.

DVD

Watch the DVD Hold Your Breath: The Doctor's Office

Health care is a challenge for many Americans, and particularly problematic for immigrants who may lack English skills, access to care, and familiarity with Western medicine. Hear from both "sides," as an immigrant family faces confusing, possibly devastating information, about their cancer-stricken father, and as their American-born physician struggles with his own cultural limitations.

29. See examples discussed in Grantmakers In Health, 2003.

30. See profiles of the International Institute of Minnesota's Medical Careers Project in the "Promising Practices in English Acquisition" section and the Welcome Back Initiative in the "Promising Practices in Economic Mobility" section.

31. Health Access. 2002. *Videoconferencing Medical Interpretation: The Result of Clinical Trials*. Oakland, CA: Health Access.

32. Youdelman, Mara and Jane Perkins. 2002. *Providing Language Interpretation Services in the Health Care Settings: Examples from the Field*. Los Angeles, CA: National Health Law Program.

HEALTH INTERPRETATION SERVICES IN RURAL AREAS

El Puente (The Bridge) *Jackson, Wyoming*

Like many rural communities, Teton County, located on the Wyoming-Idaho border, is undergoing dramatic demographic changes. The availability of agricultural and service jobs has drawn newcomers to the region, and the mostly Latino immigrant population has grown fourfold since 1995, to 2700 residents. And these newcomers are seeking services from the local health care system. In 1990, the primary local hospital—St. John Medical Center—did not deliver a single Latino baby. By 2005, over 24 percent of the babies born there were Latino.³³ Local health care providers have struggled to make their services accessible to this fast growing population.

El Puente was started in October 2003 to help address these challenges by providing interpreter services and health care education for immigrants. El Puente offers medical interpreting services at hospitals and medical offices free of charge to both patients and health care providers. It also works with individual patients to help them navigate the local health care system, enroll in insurance programs, and receive care as needed. With an annual budget of only \$200,000 and a staff of four full-time trained medical interpreters and six part-time interpreters, El Puente provides almost 400 hours per month of in-person and

telephonic interpretation for doctors, dentists, nurses, and other medical staff. In 2004-05, its staff provided interpretation for approximately 5,150 medical appointments.

By all accounts, El Puente provides a critical service to both the local Latino community and health agencies. Although providers have increased hiring of bilingual personnel and use of contract interpreters, El Puente continues to play a major role in making health services accessible. “The interpretation services provided by El Puente for our non-English speaking patients are extremely important for safe and effective patient care,” explains Becky Kimmel, executive director of St. John Medical Center. “Both patients and the medical community benefit from increased understanding, which enables us to deliver efficient and compassionate care.”

El Puente’s success suggests that it could serve as a model for other immigrant communities located in regions where bilingual medical resources are scarce and health care providers have little experience serving newcomers. The project has also played a role in easing potential tensions between native-born residents and the growing Latino community. According to El Puente executive director Vida Day, the rapid growth in the Latino population had caused some residents to perceive new immigrants as a “drain” on the local health care system. “The nonprofit model allows us to demonstrate the Latino community’s commitment to finding a solution to this challenge, while also drawing resources from local foundations and individuals.” As of 2005, El Puente received about half its revenues from over 10 local foundations, with the remaining coming from individual donors. “Funders should understand that their support is absolutely critical in rural communities,” says Day, “where resources are scarce and their contributions can make a tremendous difference in improving the health of immigrants.”



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EFFECTIVE HEALTH INTERPRETATION SYSTEMS

Cambridge Health Alliance *Cambridge, Massachusetts* www.challiance.org

Providing language access in large hospital settings requires more than qualified interpreters. Well-designed systems are needed to enable providers and patients to utilize interpreters quickly and effectively. Research indicates that patient and provider satisfaction with language services depends in part on how easily interpreters are available. When requests for interpretation lead to delays, providers and LEP patients often try to communicate without assistance, and over the long-term may be discouraged from requesting interpreters altogether.

Cambridge Health Alliance (CHA), which operates three large hospitals and 20 primary care sites in the area north of Boston, has developed an innovative system of language services. Key elements include (1) development of a centralized dispatch system; (2) training of medical staff on how to best utilize interpreters; (3) outreach to hospitalized LEP patients; and (4) ongoing monitoring and evaluation of the program.

In May 2005, almost three decades after it first started providing language assistance to LEP patients, CHA adopted new “one number calling” for all interpretation requests. Providers can request face-to-face or telephonic interpretation in the three languages provided by CHA staff (Portuguese, Spanish, and Haitian Creole), as well as in over 40 languages that are provided by “per diem” interpreters.³⁴ If staff or per diems are unavailable, the system refers providers to the telephonic interpretation services of a third party contractor. Prior to this system, CHA medical staff had to call different numbers

33. All of the demographic information was provided by El Puente.

based on their location and the language needed. The new system, which utilizes automatic call distribution queues staffed by Portuguese, Spanish, and Creole interpreters at 10 sites, not only makes it easier for providers to request assistance, it also helps CHA utilize its interpreter staff more efficiently. Interpreters at the three hospitals and seven health centers provide telephone interpreting to all 23 CHA sites, as well as face-to-face interpreting at their own sites. The new system automatically connects a caller to an available interpreter. These changes have resulted in significantly less waiting time for LEP patients and more efficient use of CHA's resources.

To implement the new system, CHA has provided orientation and training to its medical personnel. Equally important, CHA's interpretation unit and the nursing staff have worked to identify situations in which interpretation is underutilized. For instance, requests for interpreters are less likely to occur for hospitalized patients, who may then have difficulty communicating discomfort, symptoms, or other important information to inpatient care providers.

With support from the Blue Cross Blue Shield of Massachusetts Foundation, CHA is installing dual handset speaker phones in its inpatient facilities near each patient bed. CHA will train nursing staff to identify situations that require interpretation, address the reluctance of some staff to utilize telephonic interpretation, and provide orientation to patients on how and when to request an interpreter. Staff interpreters will also conduct daily visits to each inpatient-care facility, speak directly with LEP patients, and record relevant information in the individual's medical records.

According to Director of Multilingual Interpreting Loretta Saint-Louis, the new system's centralized nature allows managers to monitor performance and identify and respond to problems. "Overall," says Saint-Louis, "the changes have made the system easier to use and have maximized our productivity." The average wait time for interpreter services in the three most common non-English languages is now less than one minute. CHA's interpreting volume grew by 14 percent in the first six months of



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the program, while expenditures increased by less than half that amount. Telephonic interpretation expanded by an astounding 82 percent, suggesting that providers were becoming more comfortable with the service. "While we still have a lot to learn and evaluate," Saint-Louis notes, "the bottom line is that these changes have made it easier for LEP patients to obtain accessible health care."

INCREASING WORKFORCE DIVERSITY

Welcome Back Initiative
San Francisco, California
www.e-welcomback.org

Providing accessible medical services to newcomers requires hiring providers with relevant cultural backgrounds and language skills. An innovative approach is the Welcome Back Initiative, which builds on the skills of internationally trained immigrant health professionals. This California-wide project has helped thousands of immigrant health workers become oriented to the U.S. health care system, enroll in English classes and health care courses, obtain required licenses and credentials, and find jobs in the health field. The project is helping immigrants improve their economic situations, while also making health services more accessible to newcomers. The Welcome Back Initiative is described in detail in the "Promising Practices in Economic Mobility" section.

34. "Per diem" staff members are on-call employees who only come in when there is need for their services.

RESPONDING TO DEMOGRAPHIC CHANGE, DRIVEN BY COMMUNITY NEEDS

WHITE MEMORIAL MEDICAL CENTER WWW.WHITEMEMORIAL.COM

"White Memorial is a story of how an institution that was increasingly becoming irrelevant in the neighborhood transformed itself by reaching out to the immigrants and refugees that are now there. The way indigenous leadership emerged to broker relationships between the hospital and the community in all different kinds of ways could be applied to integration strategies beyond the health arena."

**—Ignatius Bau, Program Director
The California Endowment**

Opened in 1913 in East Los Angeles by the Seventh Day Adventist Church, White Memorial Medical Center started as a medical clinic and slowly grew into a major teaching hospital. Today, it is the flagship facility for Adventist Health, a nonprofit that operates a number of health facilities on the West Coast.

More importantly, White Memorial has emerged as a powerful example for how integrating newcomers into the health care system—as patients, health professionals, vendors, leaders, and stakeholders—can reap enormous benefits for the receiving community.

White Memorial, says Ignatius Bau, a program director at The California Endowment, is a story of "how an institution that was increasingly becoming irrelevant in the neighborhood transformed itself by reaching out to the immigrants and refugees that are now there. The way indigenous leadership emerged to broker relationships between the hospital and the community in all different kinds of ways could be applied to integration strategies beyond the health arena."

Over the course of its history, White Memorial experienced both lean times and periods of expansion. In the decades after World War II, the hospital flourished as a pioneer in open-heart surgery

and other specialty procedures. But by the 1980s, White Memorial, like other safety-net hospitals that provided a sizable amount of uncompensated care, was facing a financial crisis and the possibility of closure.

One reason for the hospital's financial decline was its slowness to adjust to the area's changing demographics. Before World War II, East Los Angeles was predominantly home to immigrants of Japanese and European descent. But by the 1980s, working-poor Latino immigrants, most of whom spoke Spanish as their primary language, made up the vast majority of the area's population. Largely uninsured patients began using the hospital primarily for emergency services, leaving its specialty service underutilized. And despite the increase in Latino patients, the hospital had very few Latino or Spanish-speaking staff who could effectively serve its new patient population.

A STRATEGY FOR SURVIVAL

In the wake of its financial crisis, White Memorial recognized that its future existence depended on its ability to adapt to this new demographic reality. It devised a strategy to build a closer relationship with the growing Latino community by becoming a community-based hospital focused on the area's most critical health need: the severe shortage of primary care providers, especially for Spanish-speaking patients.

White Memorial eliminated several of its specialized residency programs and shifted its focus to building the capacity to provide culturally competent primary care to Latino patients. Over time, the hospital recruited a diverse professional staff, instituted effective training and retention programs, and learned how to incorporate neighborhood residents into all aspects of the medical center's activities—as patients, employees, vendors, board members, and future health professionals. In developing this successful strategy, White Memorial transformed itself into an invaluable community health resource whose services and contributions go well beyond providing traditional medical services.

DIVERSIFYING THE HEALTH CARE WORKFORCE

Developing a diverse workforce, White Memorial recognized, would be critical to meeting the area's health care needs. To increase the number of qualified health professionals, the hospital established the Family Medicine Residency program to (1) recruit medical residents from East Los Angeles, as well as others who plan to practice in underserved areas; (2) provide them with the skills and understanding to be successful in working with the health problems they encounter in underserved areas; and (3) equip them with the knowledge and networking needed to have a successful practice.

Developing local talent is a top priority for the residency program. Four of the seven founding members of the private family practice group, who also serve as faculty for the Family Medicine Residency program, grew up uninsured in East Los Angeles. With their leadership, White Memorial developed a multi-faceted strategy to prepare and recruit neighborhood residents to work at the hospital. By expanding primary care services to meet local needs, for example, the hospital also created an opportunity to hire a number of new physicians who were local residents or had the necessary language and cultural skills to serve Latino patients.

According to Dr. Hector Flores, co-director of Family Medicine Residency, these changes "immediately increased the hospital's opportunity to connect with the community. It opened the door to the immigrant population. They began to feel that not only was [White Memorial] a good place to go if you needed emergency care, but it was also a good place to go for all your medical needs, for keeping yourself well, managing a chronic condition, and so on."

As part of its long-term strategy, the private family practice group also supports pipeline programs to provide mentoring and increase interest in higher education, especially the health



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professions, among local high school students. It also developed partnerships with two science magnet schools that bring students and residence staff together regularly. Cultivating the interest of area students serves multiple goals: It increases the number of physicians interested in working in underserved areas; creates career paths and expands economic opportunity for young people in the community; and increases minority representation and cultural and linguistic competency in the health field over the long term.

As of early 2006, the Family Medicine Residency Program had 86 graduates: 70 percent are working in underserved areas, and 40 percent have remained in East Los Angeles.

BUILDING CULTURAL COMPETENCE

Although many young physicians have a personal commitment to serving low-income communities, they may shy away from the work because they are not trained in the skills those environments require. With funding from The California Endowment, White Memorial's Family Practice Residency program created the Cultural Competence Initiative to broaden the understanding of cultural competence beyond language and ethnicity. Through the initiative, medical residents learn about cultural, gender, educational, and economic issues that have an influence on patients' health and the challenges the residents may face in delivering care to such patients. White Memorial's family medicine clinic has served as a "living laboratory" for developing this curriculum, drawing on the real-life challenges that health professionals experience on a daily basis.

Significantly, all hospital departments are now easily accessible to Spanish speakers onsite, via telephone, and on the Web. All hospital staff receive training in cross-cultural interaction; many more community residents are on staff; and the hospital has increased community representation on its governing board.

RESPONDING TO COMMUNITY NEEDS

In the same spirit of responsiveness, White Memorial has looked to community needs to drive its service priorities. For example, it expanded its maternal and child health care facilities and services to reflect the needs of the area's demographics, even though some of these services, like neonatal care, are very expensive. The hospital also put in place other programs that provide community members with information about how to access health and related services that may be available to them. Such programs, delivered in Spanish, demystify an otherwise complicated medical system for both immigrant and U.S.-born Latinos.

THE HEALTH INDUSTRY AS AN ECONOMIC ENGINE

The family medicine practitioners at White Memorial understand that the health care industry can be an engine for neighborhood economic growth, and they strive to benefit the community when they hire employees and contract out services.

For example, local residents account for over half of hospital's 1500-person workforce—from physicians and health educators to clerks and janitors. Within the family practice group, which serves 45,000 patients annually, about 95 percent of the employees are women, many of whom are from immigrant backgrounds and about half of whom are single heads of households. For many nonprofessional employees, working for the family practice group is their first job, and the group is deliberate about providing support to help them achieve financial stability. For example, it provides training in financial literacy and offers access to interest-free loans that employees have used to pay off debt, purchase homes, or send their children to college. As the practice has grown, it has also offered educational scholarships to employees and their family members who want to improve their careers.

Beyond their work within their practice group, family practitioners also have worked to direct the \$100 million that White Memorial contracts with vendors to businesses in East Los Angeles. Not long ago, the hospital did no business with any East Los Angeles vendors, but as of 2004, between \$22 and \$25 million a year of White Memorial contracts was staying in East Los Angeles. This has had an unexpected positive impact on increasing health coverage for community residents. As local businesses thrive, they began to offer employees health care benefits, and increasing numbers of local employees are going to White Memorial for their health care needs.

A VALUED COMMUNITY RESOURCE

Nearly 20 years ago, White Memorial changed with its patient population. The choice has required the dismantling of barriers, active outreach, and an infusion of ingenuity. Today, White Memorial is thriving in the midst of the immigrant community it serves. For Ignatius Bau of The California Endowment, this success was due to "a pretty unique confluence of factors, but the lesson for others is how the organizational transformation happened."

On April 9, 2006, White Memorial celebrated the opening of a brand-new \$200 million state-of-the-art facility. Among those celebrating the event were the mayor of Los Angeles, a congressional representative, a city councilmember, the consul general of Mexico, and a number of local celebrities. They had gathered to celebrate not just a hospital but the lifeblood of the community itself.

"The beautiful \$200-million state-of-the-art building we now have makes a statement to the community that they are welcome and that they deserve the best of care, even if they are poor. It is also a tribute to the physicians who work here. And it is all about this community and its demographics."

—Dr. Hector Flores, Co-Director
Family Medicine Residency
White Memorial Medical Center

EVALUATING HEALTH PROGRAMS

Family health and well-being play an important part in the successful integration of immigrants. However, it is sometimes difficult to achieve due both to the structural barriers discussed in this section and the stress caused by the migration and the integration process itself.

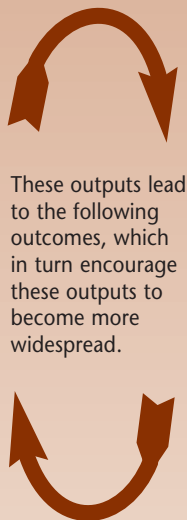
Therefore, evaluating efforts to promote health and well-being should focus both on program design and implementation and the physical and mental health outcomes for immigrant families.

In order to determine if a health initiative leads to outcomes illustrated in the chart below, foundations can collect the following data:

- Number and percent of immigrant adults and children participating in benefit programs (e.g., Food Stamps, SCHIP, Medicaid, other publicly funded health insurance programs).
- Number and percent of immigrants who get regular blood pressure and cholesterol screenings, mammograms, Pap smears, and dental check-ups. Such data can be obtained at health fairs and/or from local clinics.
- Number and frequency of visits to the emergency room. Data can be obtained from the Agency for Healthcare Research and Quality's Medical Expenditure Panel Survey and the National Health Interview Survey.
- Recruitment and retention of staff and/or volunteers who are familiar with the immigrant's culture and language.
- Number of agencies and services that provide translation and interpretation assistance. Samples of assessment questionnaires are available from:
 - Andrulis, D., Delbanco, R., Avakian, L., Shaw-Taylor, Y. "Conducting a Cultural Competency Self-assessment."
 - Dana, R.H., Behn, J.D. & Gonwa, T. 1992. "A Checklist for the Examination of Cultural Competence in Social Service Agencies." *Research on Social Work Practice*, 2, 220-233.
 - Goode, T.D. 2005. *Promoting Cultural and Linguistic Competency: Self-assessment Checklist for Personnel Providing Services and Supports in Early Intervention and Early Childhood Settings*. Washington, D.C.: Georgetown University National Center for Cultural Competence.

OUTPUTS

- Analysis of health-related policies.
- Community-based advocacy for improved health access and services.
- Increased allocation of local and state funds for health programs.
- Culturally and linguistically appropriate outreach, education, and services for immigrant families.



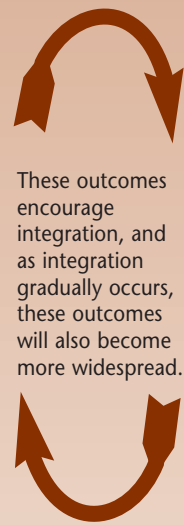
OUTCOMES

Newcomers:

- Increased access to effective health education and services.
- Increased food security.
- Improved physical and mental health outcomes.
- Improved child well-being.
- Improved familial relationships (e.g., reduced intergenerational tensions).
- Increased economic security.

Receiving community:

- Culturally and linguistically competent services.
- Accessible, affordable, quality systems and services.
- Healthier communities.
- Increased benefit from the contributions of immigrants.



IMMIGRANT INTEGRATION

SOURCE:

Annie E. Casey Foundation. "Family Economic Success: Building Strong Financial Futures for Families and Communities." Retrieved from www.aecf.org/initiatives/fes/fes/ on March 17, 2006.

Promising Practices in Promoting Economic Mobility

“...[F]ull economic integration of immigrants requires that they have access not only to the informal financial sector but also to the formal one, including banking, insurance, pension funds, and other institutions. Only by using such institutions will immigrants successfully expand their range as entrepreneurs, become homeowners, build credit histories, save for retirement, and insure against financial and other risks.”

—**Ben Bernanke, Chairman, Board of Governors of the United States Federal Reserve, “Financial Access for Immigrants: Learning from Diverse Perspectives” Conference, April 16, 2004**

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INTRODUCTION

Most newcomers, whether they voluntarily left their native countries or were forced to migrate, come to America in search of economic opportunities and the chance to build a better life. While the prospect of higher wages and better educational opportunities has drawn many immigrants to the United States, their ability to realize these aspirations depends on a combination of their own skills, experience, and determination as well as the opportunities and services offered by receiving communities.

Economic success and mobility are not only motivators for immigrants, but they are also key benchmarks of how well immigrant integration is occurring in receiving communities. Higher wages and financial stability are often required before immigrants can develop stronger ties to the broader community. Moreover, economic success for newcomers is usually accompanied by other indicia of integration,

such as English acquisition, higher education attainment, citizenship, and civic engagement.

In many urban areas, small businesses operated by immigrants have played an important role in revitalizing neighborhoods and providing jobs and stability to local residents.

Newcomers' economic motivations, combined with U.S. employers' strong demand for foreign workers, have made immigrants an increasingly important force within the U.S. economy. Immigrants make up one in eight workers in the United States¹ and are expected to account for most of the nation's workforce growth between 2006 and 2035. But their economic contributions reach beyond the workforce. In many urban areas, small businesses operated by immigrants have played an important role in revitalizing neighborhoods and providing jobs and stability for local residents. Immigrant workers also provide critical support to the U.S. tax base. For instance, a 1997 study by the National Academy of Sciences found that immigrants paid more than \$50 billion of taxes annually to all levels of government.²

The growth of the immigrant population has been accompanied by numerous stories of individual success, consistent with the American folklore of how newcomers can achieve financial success through hard work and ingenuity.



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Indeed, because the U.S. immigration system favors legal migration by highly skilled individuals, nearly one-quarter of the foreign-born population holds professional or managerial jobs,³ and some ethnic groups have household incomes that are significantly higher than the national average.

However, these success stories cannot hide the economic challenges faced by the fastest-growing segment of the newcomer population, which includes individuals with relatively limited education or English skills and large numbers of undocumented immigrants. For these immigrants, most of whom work in low-wage industries, current economic trends and existing government policies present numerous barriers that impede their economic mobility.

1. Schmidley, Diane. *Profile of the Foreign-Born Population in the United States: 2000*. U.S. Census Bureau, Current Population Reports, Special Studies No. P23-206. December 2001.

2. National Academy of Sciences. 1997. *The New Americans: Economic, Demographic, and Fiscal Effects of Immigration*. Washington, D.C.: National Academy of Sciences. The same study also found that immigrants' contributions will play a huge role in keeping the Social Security system viable for all Americans. The net benefit to the Social Security system if immigration levels remain constant is expected to be \$500 billion between 1998 through 2022 and nearly \$2 trillion through 2072. A more recent study found that undocumented immigrants, alone, contribute at least seven billion dollars annually to the social security system even though they are not entitled to collect benefits. See Rosenbaum, David and Robin Toner. 2005. "To Social Security Debate, Add Variable: Immigration," *The New York Times*, February 16.

3. Moran, Tyler and Daranee Petsod. 2003. *Newcomers in the American Workplace: Improving Employment Outcomes for Low-Wage Immigrants and Refugees*. Sebastopol, CA: Grantmakers Concerned with Immigrants and Refugees and Neighborhood Funders Group.

Traditionally, immigrants achieve upward economic mobility in two ways. First, individual immigrants improve their wages over their lifetime as they gain training and experience in the U.S. job market. Second, each succeeding generation earns more than their parents, so that, over time, they come to resemble their native-born counterparts. Through high rates of workforce participation and the formation of new businesses, immigrants support their families as well the communities where they live by generating tax revenues.

But for recently arrived immigrants with limited English skills and educational attainment, working long hours is not enough to stave off poverty. Forty-three percent of immigrant families with at least one full-time worker have incomes below 200 percent of the federal poverty level compared to 26 percent of native-born workers.⁴

Having access mostly to low-paying jobs is a primary reason many immigrants live in working poverty. Nearly half of immigrant workers earn less than twice the federal minimum wage,⁵ and 63 percent of foreign-born workers, primarily from Mexico and Latin America, work in service, manufacturing, and agricultural occupations.⁶ These industries not only pay low wages, but the jobs are often part-time or seasonal and generally do not provide health insurance or other benefits. Consequently, only 26 percent of foreign-born workers receive job-based health insurance compared to 42 percent for U.S. citizens. As discussed below, the lack of employer-based health insurance is an especially difficult barrier for low-income families to overcome.

In addition, federal policies that severely restrict access to critical health and social services such as Medicaid or Food Stamps impede the ability of immigrant families to achieve economic mobility. As detailed below, when Congress passed welfare legislation in 1996, it made virtually all immigrants arriving in the United States after August 22, 1996 ineligible for major federal public benefits programs for at least their first five



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years in the United States. Congress has since made some exceptions to this rule, and a growing number of states, recognizing that such restrictive policies are harmful and costly, have enacted their own immigrant-specific health and social services programs. Nevertheless, low-income immigrants generally have less access to public resources, such as health care, that are critical for achieving economic self-sufficiency. They also have few family members or social networks that can help cushion an economic blow such as job loss.

In response to the unique challenges facing immigrants with limited English skills and low educational attainment, foundations can play an important role in supporting programs that help increase this population's economic mobility.

This section describes how funders can improve immigrants' economic mobility by supporting programs that strengthen immigrants' ability to successfully enter and advance in the labor market; increase their knowledge of financial planning and how to obtain affordable services, including credit, from banks and other financial institutions; and encourage their participation in tax credit programs intended to support working poor families.

Nearly half of immigrant workers earn less than twice the federal minimum wage, and only 26 percent receive job-based health insurance, compared to 42 percent of U.S.-born workers.

4. Fix, Michael E. and Jeffrey S. Passel. 2002. *Immigrants and Welfare Reform*. Washington, D.C.: Urban Institute.

5. Capps, Randy, et. al. 2003. *A Profile of Low-Wage Immigrant Workforce*. Washington, D.C.: Urban Institute.

6. Schmidley, 2001.

IMPROVING IMMIGRANTS' EMPLOYMENT PROSPECTS

DVD

Watch the DVD *Rain in a Dry Land: Affordable Housing*

Safe, affordable housing can make a critical difference in gaining an economic foothold for immigrant families. Visit the subsidized apartment that brought optimism and a sense of genuine possibility into the difficult lives of one refugee family.

CHALLENGES AND FUNDING OPPORTUNITIES

Despite their pivotal role in the U.S. economy, many immigrant workers face enormous challenges in the labor force. Nearly half earn less than the minimum wage, compared to about one-third of native-born workers. For example, the average low-wage immigrant worker earned \$14,400 in 2001.⁷ Many of the issues facing low-wage immigrant workers are discussed in other sections of the toolkit; therefore, this section provides only a brief summary of critical employment barriers and how funders can support employment mobility for newcomer populations.⁸

- **Many immigrants have limited English proficiency, vocational skills, and education.** Consequently, their access to good jobs that pay family-sustaining wages and provide opportunities for advancement are severely limited. To address these challenges, funders can support innovative English acquisition, adult education, and vocational training programs, as well as policy efforts to increase resources available to help immigrants improve their skills.⁹

- **Many job training and placement programs are not accessible to or meet the unique needs of immigrant and other limited English proficient (LEP) workers.** Funders can expand the supply of programs that provide linguistically and culturally competent vocational and other training programs specifically designed to help newcomers. See the “Promising Practices in English Acquisition” section of the toolkit for effective program models.

- **Low-wage immigrant workers are the least likely among all workers to receive job-based benefits.** To increase health coverage, funders can support strategies that expand immigrants’ eligibility for and access to public health insurance programs and health services. See the “Promising Practices in Promoting Health and Well-Being” section for details on successful program and policy strategies.

- **Many low-wage immigrants suffer discrimination and exploitation in the workplace.** Common realities include low wages, long hours, poor working conditions, and denial of labor rights, such as union representation and collective bargaining. Strategies for addressing discrimination and exploitation of immigrant workers are described in the “Promising Practices in Equal Treatment and Opportunity” section of this publication.

- **Undocumented workers, due to their lack of work authorization, have limited options for moving out of low-wage jobs.** Funders interested in improving economic outcomes for this population can consider funding worker-owned cooperatives, as well as policy advocacy efforts to expand legal immigration channels for low-skilled workers, including guestworker programs and programs that offer pathways to permanent residency status and citizenship.

- **Many skilled immigrants cannot use their previous training, education, or work experience to secure employment in their field in the United States.** This is due to their limited English skills, lack of familiarity with American workplace culture and norms, the tendency of U.S. employers to discount foreign work experience, and/or different credentialing requirements. The Welcome Back Initiative in this section offers one promising practice to help skilled immigrants find employment in their field.



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7. Capps, Randy, Michael Fix, Jeffrey S. Passel, Jason Ost, and Dan Perez-Lopez. 2003. *A Profile of the Low-Wage Immigrant Workforce*. Washington, D.C.: Urban Institute.

8. See also Moran and Petsod, 2003.

9. Wrigley, Heide Spruck, Elise Richer, Karin Martinson, Hitomi Kubo, and Julie Strawn. 2003. *The Language of Opportunity: Expanding Employment Prospects for Adults with Limited English Skills*. Washington, D.C.: Center for Law and Social Policy.

PROVIDING ACCESSIBLE WORKFORCE DEVELOPMENT SERVICES

New Iowan Centers

Des Moines, Iowa

www.iowaworkforce.org/centers/newiowan

Recognizing the growing importance of immigrant workers to their local economies, some state and local governments have begun to coordinate workforce development services to newcomers to help them achieve economic self-sufficiency. A good example is the New Iowan Centers (NICs) started by Iowa's Workforce Development Agency in 2001. Based at existing state Workforce Development Centers in eight locations throughout the state, NICs provide "one-stop" services to immigrant workers, including assistance with immigration forms, job counseling and placement services, and referrals for housing, child care, interpretation, and legal services.

Through a partnership with local community colleges, several NICs offer ESL

about their workplace rights and assist workers in filing complaints with labor enforcement agencies. All NICs have bilingual staff who can communicate with Spanish-speaking workers.

NICs also offer services and trainings to employers to help them understand the benefits, responsibilities, and challenges of hiring immigrant workers. These human resource services cover a wide range of issues, including the recruitment of new employees, immigration laws that apply to the workplace, non-discrimination and labor enforce-

ment laws, cultural diversity issues, and the challenges of communicating with and training Spanish-speaking employees. "Our

goal," says Barbara Bobb, bureau chief of the agency's Targeted Services, "is to help immigrants, employers, and the community work together to achieve their goals so they all benefit from the energy and productivity that this new population brings to the state."

"Our goal is to help immigrants, employers, and the community work together to achieve their goals so they all benefit from the energy and productivity that this new population brings to the state."

and basic adult education courses. NICs also try to protect immigrant workers against exploitation: They provide bilingual (Spanish/English) information

goal," says Barbara Bobb, bureau chief of the agency's Targeted Services, "is to help immigrants, employers, and the community work together to achieve their goals so they all benefit from the energy and productivity that this new population brings to the state."

DVD

Watch the DVD *Rain in a Dry Land: Goodwill Industries*

Many immigrants, particularly those from rural countries, come to the United States lacking the skills necessary to secure even basic employment. Get some on-the-job training with an industrious single mother, and experience the triumph of her first pay day.



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HELPING IMMIGRANTS USE PREVIOUS TRAINING AND EXPERIENCE

Welcome Back Initiative

San Francisco, California

www.e-welcomeback.org

Many immigrants arrive in the United States with substantial vocational skills and employment experience. However, they often have difficulty putting their experience to work due to unfamiliarity with the U.S. workplace, the tendency of employers to discount foreign work experience, and the need to obtain new credentials for professional work. The Welcome Back Initiative, a California-wide project, has successfully helped thousands of health professionals trained outside of the United States to enter the health workforce, while infusing the health care system with culturally and linguistically competent workers to serve the state's growing immigrant population.

With centers located in San Francisco, Los Angeles, and San Diego, the Welcome Back Initiative helps immigrant health professionals gain familiarity with the U.S. health care system, improve their vocational English, obtain required licenses and credentials, and find jobs through the centers' well-developed relationships with employers. The centers' services, available to all foreign-trained health workers who reside in California, include:

- **Career assessment and plan.**

A case manager conducts an assessment of each individual's educational background, English proficiency, vocational goals, and work history, both in the United States and the country of origin, in order to develop a career path plan to facilitate entry into a health care profession in the United States.

- **Case management and counseling.**

The centers help newcomers secure transcripts and school records from abroad, obtain licensing information, connect with agencies that help validate credentials, enroll in specific ESL or training programs, as well as obtain financial aid and job counseling and placement services. Case managers meet regularly with participants to problem solve, develop short-term plans, and provide support and motivation.

- **Education and training.** The centers offer various educational programs, including courses that provide an introduction to the U.S. health care system and licensing preparation courses in nursing and other health occupations. The centers have also partnered with community colleges and universities to develop specific training programs to help foreign-trained health professionals transition into the U.S. workforce. For example, recognizing that many of its participants need to improve their English skills and learn health-related vocabulary, the San Francisco Welcome Back Center, in partnership with City College of San Francisco, has developed an innovative one-year vocational ESL curriculum that teaches language and

communication skills needed for interacting with patients, patients' families, and co-workers. In addition to offering courses, the centers refer participants to other institutions that provide ESL and vocational training.

- **Group support activities.** The centers offer various support groups and workshops to help participants learn more about specific professions within the health care sector. Group activities are also intended to motivate participants and create a peer network that helps them become health professionals in the United States.

Between 2002 and 2005, the centers served more than 5,900 participants from more than 100 countries. The participants previously worked abroad as physicians, nurses, dentists, and other health professionals. Approximately 70 percent of them are women, and the median age is slightly above 40. Many participants are still studying or training to re-enter their previous professions, but the program has already helped over 1,300 participants to validate their professional credentials. Almost half of its clientele, approximately 2,800 individuals, hold health care jobs and are playing a critical role in making California's health care system more accessible to immigrants.

The program's success can also be described in more personal terms. As Maria, a physician from Morocco, said upon completing the program, "I have improved my English, I learned a lot about the health care workplace, but

above all, I regained self-confidence. Now I know what I want to do. I have no doubt I can work in this country, pursue my education, and be successful."

With funding from The California Endowment, The California Wellness Foundation, The San Francisco Foundation, and Kaiser Permanente, among others, the Welcome Back Initiative plans to expand its work. Beyond providing direct services, the centers have already begun to engage policymakers on how to reduce barriers that prevent skilled health workers from entering their professions in the United States. The centers also plan to help other groups across the country start similar programs, with one such program launched in Boston in 2005 and other projects in the planning stages in New York City and Montgomery County, Maryland.

DVD

Watch the DVD
The New Americans:
The Nwidors at Work

The American food, hospitality, and other service industries rely heavily on an immigrant workforce. Go behind the swinging hotel doors with one refugee couple: a chemical engineer who washes dishes and his wife, a chambermaid who will soon enter nursing school.



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MOUNTING PUBLIC CAMPAIGNS TO IMPROVE WAGES AND WORK CONDITIONS

**Los Angeles Alliance
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Los Angeles, California
www.laane.org

Immigrants with limited education or English skills often hold jobs that are low-paying, lack health benefits, and do not have unions or other institutions through which they can address poor work conditions. But in recent years, community organizations have improved low-wage employment sectors through innovative community organizing and advocacy. These efforts have led to the passage of numerous living-wage laws, as well as the creation of neighborhood development projects. In localities where immigrants make up an increasingly large portion of the working poor, these strategies have the potential to benefit large numbers of newcomers. They also offer opportunities for immigrants to work with other low-income residents and communities of color to organize towards a shared goal.¹⁰

Founded in 1993, the Los Angeles Alliance for a New Economy (LAANE) has been a national leader in developing model campaigns to improve conditions for the working poor. Its model combines research, community organizing, communications, and policy advocacy.

"We often partner with low-wage workers who are organizing in their workplace," says Vivian Rothstein, LAANE's deputy director. "Our strategy is to connect them with allies and resources, mobilize community engagement in their efforts, and change policies to improve workplaces over the long run."

LAANE has helped win living wages for tens of thousands of workers and negotiated development agreements that have created economic benefits to residents throughout Los Angeles. Its victories to date include successful campaigns in the late-1990s that enacted a living-wage law in Los Angeles, which raised wages for 15,000 municipal workers, improved wages and work conditions for

thousands of employees at Los Angeles International Airport (LAX), and passed a Los Angeles Superstore Ordinance that gives communities more control over the construction of large retail stores.

LAANE is currently working with a coalition of community, religious, labor, and education leaders to improve workplace conditions and build a better economy for thousands of workers and residents along the Century Corridor area near LAX. The area has 13 major hotels that employ more than 4,000 workers, mostly immigrants who receive significantly lower wages and benefits than those of hospitality workers in other parts of Los Angeles County. None of the hotels are unionized, and past organizing efforts have not succeeded. LAANE has been building a coalition to unite workers across various hotels with community members who are concerned that these low-wage jobs contribute to poverty and other problems in their neighborhood.

As part of its effort to improve conditions for local hospitality workers, LAANE has proposed an economic development plan to increase business at the hotels over the long term so they will be in better position to raise wages and provide benefits. Its proposal asks the city to upgrade the Corridor through the creation of shops, restaurants, a mini conference center, and other tourist sites. To build support for this idea, LAANE and community allies convened a blue-ribbon commission consisting of community leaders and elected officials, which issued a report in February 2006 detailing recommendations for creating a "win-win" solution for workers, the tourism industry, and local residents.¹¹

LAANE has also done similarly innovative work in helping immigrant communities shape neighborhood development projects to generate living-wage jobs and address community needs. The group, since 2003, has been working with residents of the Adams La Brea neighborhood, a low-income community with a predominately Latino and African-American population.

LAANE initially helped residents halt a major commercial development that would have displaced over 70 families and is now working with LA Voice PICO to organize residents and help them reach consensus on possible criteria for future development projects.

"The goal is have publicly subsidized development be revitalizing rather than have a damaging effect on the neighborhood," explains Roxana Tynan, project director for Accountable Development at LAANE.

The strong neighborhood coalition that formed persuaded the Los Angeles Community Redevelopment Agency to include community-benefit requirements in future proposed neighborhood developments. Specifically, any new development must generate a minimum of 250 living-wage jobs, provide job training to facilitate the hiring of local residents, make affordable at least 20 percent of any new housing and pay relocation benefits to displaced tenants and property owners. Critics who argued that these requirements would drive

"The community residents demonstrated that when they joined together and organized themselves they could have a powerful voice in decisions that affect their community."

developers away were silenced when five solid proposals were received.

The ability of neighborhood leaders to facilitate cooperation and respectful dialogue among Latino and African-American residents has been critical to the project's success.

"The community residents demonstrated that when they joined together and organized themselves," says Tynan, "they could have a powerful voice in decisions that affect their community."

10. In addition to the organization described in this section, other examples of this type of advocacy can be found in the description of Workers Centers in the "Promising Practices in Equal Treatment and Opportunity" section of this publication.

11. The report is available at www.centurycommission.net.

SUPPORTING IMMIGRANT ENTREPRENEURSHIP

www.thaicdc.org
www.ledc-mn.org
www.vietaid.org

DVD

Watch the DVD Maid in America: Dynamic Workers, LLC

Despite their limited skills and work experience, some newcomers are looking to entrepreneurship as a pathway to achieve economic mobility. Attend a business meeting of a collective of mostly Spanish-speaking domestic workers, who are reaching for the American Dream by starting a house-cleaning cooperative.

NEWCOMERS AS ENGINES FOR COMMUNITY DEVELOPMENT

The Role of Ethnic-Based Community Development Corporations

Whether paying taxes, buying goods, starting businesses, or revitalizing old neighborhoods, immigrants contribute significantly to the U.S. economy. And immigrant-based community organizations play a central role in promoting much of this immigrant enterprise.

In recent years, ethnic-based community development corporations (CDCs) have played a critical role in facilitating immigrants' economic integration. Tapping into immigrants' entrepreneurial spirit, these CDCs help newcomers develop small businesses and improve their economic mobility.

Thai CDC in Los Angeles, the Vietnamese American Initiative for Development (Viet-AID) in Boston, and the Latino Economic Development Center (LEDC) in Minneapolis are three ethnic-based CDCs whose work illustrates promising strategies that improve economic mobility for immigrants in ways that also strengthen economic outcomes for the broader community.

Thai CDC's program educates entrepreneurs on financial literacy, wage-and-hour laws, taxes, business structure, site selection, and other topics while also providing technical assistance and counseling. Through Thai CDC's help, a new entrepreneur with \$1,000 can obtain a 2:1 federal match and triple that amount. Since its founding, Thai CDC has helped start more than 150 small businesses.

Viet-AID has a similar Small Business Assistance Program that has provided assistance to over 40 businesses in the past three years, helped start seven new businesses, and assisted in helping five businesses secure loans and grants totaling over \$400,000.

"The rate of entrepreneurship is extremely high among immigrants, especially Asian immigrants," says Chanchanit Martorell, the executive director of Thai CDC. "The fact that we use anti-immigrant sentiment and bias to deny them an opportunity is denying ourselves economic growth contributed by immigrants who own and operate their own small business."

LEDC holds a micro-entrepreneur training course in which students write business plans and then learn about bookkeeping, marketing, obtaining licenses and permits, and making various economic projections. LEDC, like Thai CDC and Viet-AID, have consultants who work with would-be business owners and provide ongoing support and advice. In addition, LEDC holds English-Spanish workshops on taxes, labor laws, and other business issues.

One strategy employed by each of these CDCs is creating a commercial area where small immigrant-owned businesses have the opportunity to establish presence, fulfill a need in the neighborhood, and thrive. These areas are generally in low-income parts of the city that have become rundown over the years; new businesses and economic activity act to revitalize the community for everyone, not just immigrants but long-term residents as well.



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When Thai CDC was established in 1994, it had long-term economic mobility for Thais as a core mission. Its first step was to create a Thai Town in decaying East Hollywood, which, according to the 2000 census, has a poverty rate of 31 percent compared to California's rate of 14 percent.

"Given that the historical port of entry for Thais is the East Hollywood area, we decided we could use that as a launching pad to begin a campaign to basically address all of the needs within the East Hollywood area," Martorell explains. "The whole Thai Town idea was to improve the amenities, the public infrastructure, and create services and really generate some capital and investments in the area."

After years of campaigning and promoting this would-be cultural and tourist center, Thai CDC in 1999 won official designation from the City of Los Angeles for an official Thai Town in East Hollywood.

"With Thai Town, there's a lot more foot traffic in East Hollywood, more tourists and pedestrians," Martorell says. "We've put the Thai community on the map. This is the first and only Thai Town in the world."

Viet-AID has pursued community development in Fields Corner, a low-income neighborhood in Boston's Dorchester area, where over 70 percent of residents are minorities. An estimated 10,000 Vietnamese newcomers live in Dorchester, giving it the largest concentration of Vietnamese in Greater Boston. Today, Vietnamese-owned businesses, many of which started with help from Viet-AID, comprise 50 percent of the total businesses in Fields Corner and Savin Hill (another Dorchester neighborhood). Viet-AID has also created the Win-Win Cleaning Cooperative, a commercial cleaning operation, which now generates more than \$233,000 in annual gross revenue.

Lake Street, in Minneapolis, is another example of an area that had deteriorated over the years, but thanks to efforts by LEDC and others, the street and its



Chanchanit Martorell of Thai CDC

surroundings are now bustling with energy. Starting with a recognition of the demand for ethnic goods and services in the area, LEDC helped start Mercado Central, a business cooperative in a three-story building that currently includes 47 businesses. Much is particular to Latino residents, such as Latino videos, items for first communion, specialized grocery options, and planning for "quinceañeras," a traditional fifteenth birthday celebration for Latina girls.

"I think that the developers of Mercado Central really came together and believed that they could do it. They looked at and built on their assets rather than focusing on the barriers. They saw what they could bring to the community, not just the Latino community but the larger community," says Ruby Lee, a program officer at The Saint Paul Foundation.

As the Mercado Central flourished rapidly, a snowball effect took place: The formerly lifeless Lake Street became an economic corridor lined with restaurants, markets, flower shops, and specialty stores.

"Many of these businesses are also involved in their neighborhood and business associations, which is something I'm proud to say," notes Ramón León, executive director of LEDC.

"Creating this corridor was intended to help fully integrate immigrants into the system, making business something that is socially responsible."

Affordable housing development by the CDCs has also revitalized the area. In 1997, Thai CDC completed a \$5 million renovation of the Halifax Apartments, creating 46 units of affordable housing. After its completion, Thai CDC began the development of Palm Village Apartments, a \$9 million project that will generate 60 units of affordable housing for seniors. Thai CDC is also working to develop another 100-plus units of affordable senior housing in the Westlake area of Los Angeles.

"Business development is one way for people to get integrated and accepted into society by financially contributing."

"Because low-income families are only paying 30 percent for rent [in these rental units], 70 percent of their income can be spent on children, education, and so on. That's critical to stabilizing families," Martorell says.

In Fields Corner, a former drug house has been converted by Viet-AID into three affordable housing units. Work like this clearly reflects Viet-AID's aim in housing development: creating affordable housing for low-income immigrant families that also strengthens the community and improves upon the physical environment of the neighborhood. Viet-AID has just begun work on its largest property development task to date: developing a mixed-use commercial and residential property. Besides building, Viet-AID also provides informational resources, home-buying classes, and referral services to those searching for an affordable place to live.

In addition to developing affordable housing and promoting community economic development, ethnic-based CDCs utilize other strategies to help immigrants gain financial footing in their new community. Each CDC has a variety of different such projects, including:

- **Thai CDC's Community Health Leadership Program.** Thai CDC identified the health care industry as fast-growing and in high demand for workers, so it launched workforce development that specifically prepares Thais for jobs in health care.

- **Thai CDC's Summer Activist Training.** This training provides an opportunity for Asian Pacific college students to gain grassroots organizing skills.

- **Viet-AID's Youth Leadership Development.** The program builds future leadership by giving high school and college students the opportunity to fundraise, work with residents, and participate in other organizing work.

- **Viet-AID's Comprehensive Child Care Initiative.** Viet-AID is currently working to expand and develop its Family Childcare Program and Au Co Pre-School. The child care program trains women to be family child care providers to low-income and ethnically diverse families. Viet-AID runs the Au

Co Pre-School, which ensures high-quality, culturally competent early education.

- **LEDC's Latino Scholarship Program.** Scholarships are offered each year to two students from Minnesota who have demonstrated financial need, academic achievement, and leadership in the Latino community.

These CDCs believe that the most effective way newcomers can improve their quality of life is to integrate economically and make concrete contributions to the broader community.

"We felt that, in the long run, generating wealth and building community asset would have the most impact," Martorell says. "Affordable housing, job development, financial literacy, entrepreneur

training, and neighborhood development emerged as priorities [for us]."

In addition to promoting self-sufficiency and better living standard for immigrants, economic development helps immigrant communities gain respect. As Jocelyn Ancheta, a program officer at the Blue Cross and Blue Shield of Minnesota Foundation, puts it:

"Mainstream Americans see that as long as the refugees and immigrants are contributing to the system rather than taking money out of it, it's okay for them to be here. Business development is one way for people to get integrated and accepted into society by financially contributing."



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COOPERATIVES: ECONOMIC MOBILITY STRATEGY FOR IMMIGRANT WOMEN

WAGES: Women's Action to Gain Economic Security
San Francisco, California
www.wagescooperatives.org

Formed in 1995, WAGES seeks to improve the economic mobility of low-income immigrant women in the San Francisco Bay Area by helping them start up eco-friendly housecleaning cooperatives. The cooperatives, structured as limited liability corporations, are owned by the women who do the housecleaning, and all profits belong to them. These worker-owners also play a key role in managing and running the cooperatives.

As a cooperative is formed and then begins to operate, WAGES offers a comprehensive package of support:

- **Technical assistance.** WAGES provides advice on legal structure and works with the women to secure loans, create business plans, prepare tax filings, etc.



© WAGES

- **Governance training.** Each cooperative has a board of directors that includes worker-owners. WAGES offers training to educate boards on their legal responsibilities and to assist them in operating smoothly and effectively.

- **Management services.** WAGES provides a professional manager to each cooperative for the first three years of operation. In addition to managing the cooperative, the manager helps cooperative members develop business skills.

- **Education.** WAGES trains cooperative members in areas such as the use of eco-friendly products, housecleaning techniques, communication, financial literacy, decision making, customer satisfaction, and marketing.

WAGES has developed five cooperatives in all and is preparing to launch a sixth. The three cooperatives currently operating independently are Emma's Eco-Clean, Eco-Care Professional Housecleaning, and Natural Home Cleaning Professionals. Each cooperative has approximately 15 members, the majority of whom are immigrant women from Mexico and Central America. Each cooperative boasts gross revenues ranging from \$300,000 to more than \$600,000. Their success is especially remarkable given the fact that very few of the members speak English, and some are recent immigrants.

Hilary Abell, executive director of WAGES, sees many benefits to the cooperative model. First, of course, is an economic benefit: On average, the cooperatives increase household incomes by 40 percent since all profits are shared equally among the members. WAGES estimates that members, making \$11 to \$14 per hour, earn 50 to 100 percent more than they would working at a conventional cleaning company. In addition, they receive fringe benefits, such as paid holidays and health insurance.

A portion of the profits are kept in the cooperative under each member's name, and when a member leaves, the money is given to her.

There is also a social benefit. Each woman has a voice in the workplace and participates in decision making that affects her business. The cooperative allows the women to develop leadership abilities and provides them emotional support.

"Being the owners gives them a powerful sense of pride in the work. They see cleaning as a profession and something to be valued. It's nothing to be ashamed of, even though it is sometimes looked down on in our society," Abell explains.

Although being a worker-owner is one of the advantages of a cooperative, it simultaneously presents significant challenges for the women.

"They don't have a direct supervisor on the job, so it requires a lot of maturity to work with each other to make business decisions. They've never had the opportunity before to do this, so we provide a lot of education and they do a great job of rising to the occasion," Abell observes.

The women do grassroots fundraising, like selling tamales, to raise start-up funding. Once the cooperatives are up and running, operating costs are covered through sales, membership fees (\$400 per person over a period of time), and a small business loan. The support services offered by WAGES, free to the cooperatives, are funded by grants from foundations and individuals. Supporters of WAGES include the Zellerbach Family Foundation, The California Wellness Foundation, the Levi Strauss Foundation, and the F.B. Heron Foundation.

Abell believes the WAGES model is highly replicable and can benefit communities outside the Bay Area in places like Los Angeles, Texas, and New York that have expressed interest. However, growth will only be possible with more funding.

“What we do is unique and I think that has helped us,” Abell notes. “Funders understand that the economic impact is very real, and they really support what we do.”

Another goal is the creation of an association of eco-friendly cleaning cooperatives through which WAGES can provide ongoing technical assistance and training. Currently, cooperatives become independent of WAGES when the cooperative has achieved financial stability, typically after three years of operation. All cooperatives still participate in a peer leadership program, but they are otherwise quite independent.

The existing cooperatives have continued to thrive as demand for environmentally friendly housecleaning services grows. Especially successful is Emma’s Eco-Clean, which opened in Redwood City in 1999 and has grown to a membership of 18 women. In 2005, it grossed more than \$600,000, and its members enjoy health and dental insurance and three weeks of paid vacation annually.

“Emma’s,” says Abell, “is our shining example of what’s possible.”



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“Being the owners gives them a powerful sense of pride in the work. They see cleaning as a profession and something to be valued. It’s nothing to be ashamed of, even though it is sometimes looked down on in our society.”

INCREASING IMMIGRANTS' ACCESS TO FINANCIAL SERVICES

CHALLENGES

Immigrants are significantly less likely than native-born residents to use financial services and have regular contact with banks and other formal financial institutions. Research by the Brookings Institution shows that immigrants are about 20 percent less likely than U.S.-born residents to have a saving or checking account, and that they also have less access to home mortgages, business loans, and other banking services that support economic mobility.¹²

For low-income immigrants, gaining access to affordable financial services represents an important step towards achieving self-sufficiency and economic integration.

For low-income immigrants, gaining access to affordable financial services represents an important step towards achieving self-sufficiency and economic integration. Without access to mainstream banks, immigrant families often turn to check cashers, predatory lenders, and other “fringe” financial service providers whose high costs can easily drain these families’ limited income and savings. Opening a bank account is also the first

step toward establishing credit and gaining access to other important services, such as inexpensive wire transfers for sending money to family members abroad.

ELEMENTS OF PROMISING PRACTICES

In recent years, banks, government regulators, and community organizations have paid increasing attention to the growing immigrant population in their communities. In many cities, collaborative efforts are underway to expand newcomers’ access to mainstream financial services. These efforts seek to increase the capacity and responsiveness of financial institutions to immigrants and educate them about available financial services. Activities include:

- Developing financial institutions’ language capacity and cultural familiarity with immigrant communities so that they can provide accessible services.
- Helping financial institutions develop products and services that will meet the needs of immigrant customers.
- Urging financial institutions to develop appropriate loan criteria for immigrants who have relatively little formal credit history but can often demonstrate credit worthiness in other ways.



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12. While these generalizations apply to immigrants as a group, there are significant variations among their use of financial services. Their access to these services differs based on a number of factors, including their education level, income, length of residency in the United States, immigration status, and financial practices in their native countries. See generally Singer, Audrey, and Anna Paulson. 2004. *Financial Access for Immigrants: Learning From Diverse Perspectives*. Washington, D.C.: Brookings Institution.

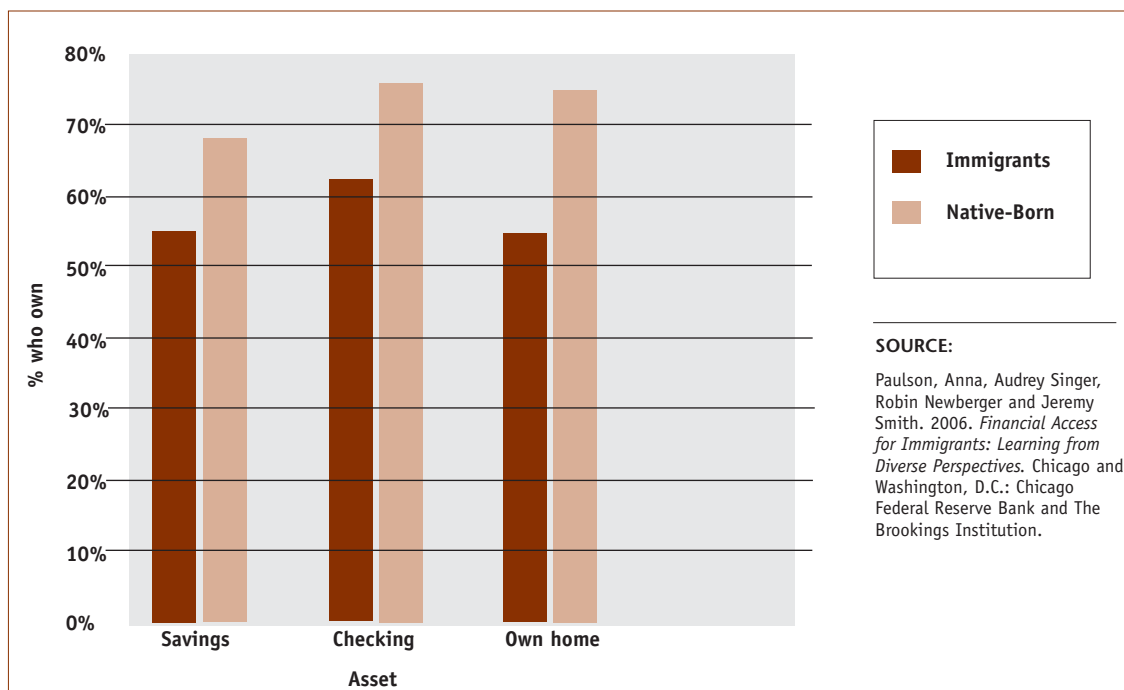


Figure 1: Financial Activities of Immigrant and Native-born Heads of Households

- Educating financial institutions about acceptable forms of alternative identification documents for opening new accounts. Many undocumented immigrants and some legal immigrants have difficulty opening bank accounts because they do not have traditionally required identification documents, i.e., driver's license and a Social Security number (see box below).

- Educating immigrants about U.S. financial services (e.g., the services offered by banks and credit unions), as well as helping them develop financial planning skills that can lead to home purchases, college savings, and other financial goals.

The promising practices described below range from modest efforts—helping banks develop multilingual workforces and providing immigrants with basic information about financial services—to more ambitious, multi-sector efforts to change the behavior of both new immigrants and financial institutions so that they can develop mutually beneficial relationships.

ALTERNATIVE IDENTIFICATION DOCUMENTS FOR ESTABLISHING BANK ACCOUNTS

Under the U.S.A. PATRIOT Act, banks must collect certain identifying information from their customers (e.g., name, address, and tax identification number) and verify their identity. Typically, banks require their customers to provide a Social Security number to be used for reporting interest and other financial information to the federal government. But for non-U.S. citizens, federal regulations specifically allow banks to rely upon an Internal Revenue Service-issued individual taxpayer identification number (ITIN). The ITIN allows people who are not eligible for a Social Security number to file tax returns. While many people who use an ITIN are undocumented, the identification number is also used by individuals who are in the process

of applying for legal status and have yet to obtain authorization to work in the U.S.

To verify identity, most banks require customers to provide a state-issued driver's license or identification card. However, PATRIOT Act regulations also allow banks to rely on photo identification documents issued by foreign governments. The most well-known of these documents is the Mexican "matricula consular" card which is issued by Mexican consulates to individuals of Mexican nationality who live abroad. According to the Mexican government, as of 2005, more than 400 banks allowed the use of the matricula card to open bank accounts.

DIVERSIFYING THE WORKFORCE OF FINANCIAL INSTITUTIONS

Minneapolis Community and Technical College's Financial Careers Institute
Minneapolis, Minnesota
www.minneapolis.edu/cect/financialcareers.cfm

In 2003, Minneapolis Community and Technical College (MCTC), U.S. Bank, and two community organizations—Goodwill Easter Seals and Project for Pride in Living—formed a partnership to help financial institutions develop a more diverse workforce to serve the community's growing immigrant population. The partnership has two program components: (1) an associate degree program to train low-income residents and immigrants who are interested in becoming financial professionals, and (2) a model program to help existing bank employees learn cultural and language skills to improve their communication with immigrant customers.

To support these programs, MCTC formed the Financial Career Institute within the college to offer a certificate or associate degree in banking and financial

services. The Institute is designed to prepare students for a career path and advance into management positions. Students who complete an associate degree can then pursue a BA and an MBA at Metropolitan State University. Although open to the public, the Institute targets newcomers from the Latino, Somali, and Hmong communities, and many of the referrals come from the two community partners. As a result, the partnership has increased workforce diversity at local banks, while giving newcomers and other residents the skills needed to begin or advance careers in financial services.

With funding from the Minnesota Job Skills Partnership, MCTC also provides training to U.S. Bank employees on cultural diversity, banking principles, and Spanish. As of early 2006, 38 U.S. Bank employees had participated in this program and learned Spanish vocabulary that is commonly used in the banking industry, e.g., basic greetings and helping customers open bank accounts and conduct other simple transactions. Participants who have completed the program are now successfully serving Spanish-speaking customers.



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INCREASING IMMIGRANTS' ACCESS TO MAINSTREAM FINANCIAL SERVICES

FDIC's New Alliance Task Force
Chicago, Illinois

More and more banks have begun to recognize the financial benefits of working with the rapidly growing immigrant market. The New Alliance Task Force (NATF) of the Federal Deposit Insurance Corporation (FDIC) has successfully tapped into this interest by helping numerous banks open their doors to immigrants through financial education programs, effective outreach, and financial services that meet immigrants' unique needs. Many of the innovative practices developed by NATF have been adopted by financial institutions across the country.

Originally started by the Chicago office of the FDIC and the Consulate General of Mexico, NATF eventually became a broad coalition of over 60 banks, community organizations, and government agencies interested in increasing immigrants' access to financial services. The Task Force has a two-pronged education goal: (1) to inform immigrants of the workings and benefits of utilizing the U.S. banking system, and (2) to provide financial institutions with information on how they can serve immigrant customers.

With so many immigrants in Chicago and the Midwest without the identification documents typically required by banks, one of the first efforts undertaken by NATF was to educate its members about documents acceptable under the U.S.A. PATRIOT Act for opening bank accounts.¹³ Some of the members, for instance, were surprised to learn that federal laws do not prohibit banks from providing services to undocumented immigrants. As the U.S. Office of the Comptroller of Currency stated: "Banks are not an arm of the immigration department. As long as those getting [services] meet the requirements of being authorized bank customers, including proper ID, it would be discriminatory not to service them."¹⁴

13. See "Alternative Identification Documents" sidebar on page 139.

14. Bergsman, Steve. 2005. "Banks are Quietly Wooing Undocumented Immigrants." *US Banker*, June.

When NATF was first formed, many financial institutions were unfamiliar with both ITINs and the matricula identification card issued by the Mexican government.¹⁵ But the presence of federal regulators on the Task Force helped reassure banks that they could indeed rely on such documents to meet federal banking requirements.

Recognizing that banks could be motivated to provide financial services to immigrants, some NATF members helped develop model bank products to attract new immigrant customers. For example, two members of the Task Force—Second Federal Savings and Loan and First Bank of the Americas—were among the first community banks in the country to accept the matricula card and to develop low-fee remittance services using dual-use ATM cards that allowed both immigrants in the United States and their family members abroad to withdraw money directly from a U.S. bank account. In addition, 18 NATF member banks in the Midwest currently participate in “Directo a México,” a pilot program of the Federal Reserve Bank of Atlanta and the Banco de México to provide a cost-effective alternative to expensive wire transfers to



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The combination of educating banks and immigrant communities about the mutual benefits of working together has significantly increased newcomers' access to mainstream banks.

Mexico. NATF also developed a model loan product that could be used by individuals who pay taxes with an ITIN, along with specific guidance on how banks should evaluate the credit worthiness of people without a Social Security number or traditional credit history.

At the same time that they worked with banks, Task Force members also undertook campaigns to educate the newcomer community about using financial services. In collaboration with community organizations, churches, community colleges, and financial institutions, the FDIC created Money Smart, a Spanish-language adult financial education curriculum made available to 10,000 immigrants in Illinois. The Mexican Consulate

of Chicago also launched its own financial education program in Spanish, using ATMs donated by local banks to train immigrants on banking technologies.

The combination of educating banks and immigrant communities about the mutual benefits of working together has

significantly increased newcomers' access to mainstream banks in the Midwest. For example, out of approximately 400 banks nationally that accept the matricula,¹⁶ a high number are in this region, resulting in numerous new accounts opened by immigrants.¹⁷ A survey undertaken by the FDIC found that, since 2003, at least 185,000 bank accounts with deposits totaling over \$300 million have been opened in eight Midwestern states by customers using alternate forms of identification.¹⁸ The Task Force's model mortgage product has also been widely adopted by a number of banks, with newspaper accounts suggesting that it has generated hundreds of millions of dollars in new loans

to families who were previously shut out of the home-buying market.¹⁹

Michael Frias, NATF national coordinator, attributes the project's success to its timeliness and its ability to bring a broad cross section of the community together to address shared interests. “Market forces—a large and rapidly growing immigrant population and banks' need to expand their markets—provided strong incentives for businesses to participate,” says Frias. “But the broad range of participants gave us the capacity to bring banks and different immigrant communities together in mutually beneficial ways.” The Task Force's success has led to the creation of similar FDIC-led projects in New York City, Boston, Austin, Los Angeles, Kansas City, as well as in the new immigrant destination states of Iowa and North Carolina.

15. Ibid.

16. Grow, Brian. 2005. “Embracing Illegals.” *Business Week*, July 18, 56-64.

17. Frias, Michael. 2004. “Linking International Remittance Flows to Financial Services: Tapping the Latino Immigrant Market.” *Supervisory Insights*. Volume 1, Issue 2, Winter. Washington, D.C.: Federal Deposit Insurance Corporation.

18. Interview by Ted Wang with Michael Frias, FDIC Community Affairs Officer, Chicago Region. Mar. 29, 2006. The eight states are Illinois, Wisconsin, Indiana, Missouri, Nebraska, Iowa, and Kansas.

19. Reynolds Lewis, Katherine. 2005. “Banks Find Mortgage Clientele in Undocumented Immigrants.” *Newhouse News Service*, March 14.

DEVELOPING IMMIGRANT-SERVING FINANCIAL INSTITUTIONS

Cooperativa Comunitaria Latina de Credito
The Latino Community Credit Union
Durham, North Carolina
www.cooperativalatina.org

Established in 2000, the Latino Community Credit Union has become a national model for developing full-service, immigrant-based financial institutions. In 2006, it had over \$31 million in assets, offices in five cities, and more than 43,000 members, making it the fastest-growing credit union in the United States.

The credit union's CEO, Luis Pastor, attributes its success to a number of factors: the rapid population growth of Latinos in North Carolina, many of whom were unable to open accounts at traditional banks; the vision of the credit union's founders to build a financial institution whose mission includes providing community services; and financial and in-kind help provided by numerous local institutions that value the contributions of newcomers to the state.

"Our initial supporters," says Pastor, "understood that access to banking services is a critical step to integrating

"We have demonstrated that helping immigrants access financial services is not only good for the community, but it also makes good business sense."

immigrants into their new communities." Key supporters that helped the credit union open its doors included the Center for Community Self-Help, a leading community lender that has historically focused on African-American and low-income communities, the State Employees Credit Union, the North Carolina Minority Support Center, and a number of foundations.²⁰

From the start, the credit union recognized that the largest barrier to serving Latino newcomers was their lack of access to identification documents, i.e., a Social Security number and a driver's license, which are required by almost all banks. To succeed, the credit union needed to identify alternative documents that were both acceptable to federal regulators and could be easily obtained by immigrants, including undocumented individuals. With cooperation from federal regulators, the credit union became a regional leader in demonstrating how ITINs and matricula cards can be utilized in opening accounts for newcomers. At all five branch offices, the cooperative's staff spends considerable time explaining to new members how to apply for and utilize ITINs and the responsibilities of this decision, including paying taxes and filing yearly returns.

The cooperative also has been a national leader among credit unions in developing alternative criteria for evaluating the credit worthiness of individuals who do not have traditional credit histories. It provides a range of consumer loan products as well mortgages to people who do not have Social Security numbers but do have ITINs.

In addition to traditional banking services, the credit union provides low-fee remittance services and emphasizes community education. It offers bi-monthly financial education classes on how to write checks, manage bank accounts, use ATMs, develop

"Its members also have access to free financial counseling services on topics such as credit problems and taxes. Its English-Spanish financial education curriculum is widely used by local community organizations and adult education schools serving immigrants.



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Although the credit union was originally started with grants and assistance from other institutions, it has developed a strong financial track record. State regulators have recognized it as among the most reliable credit unions in the state.²¹ Its bad-loan rates are better than comparable credit unions that do not serve undocumented immigrants.²² As of 2005, only about 10 percent of its revenues came from grants, and the credit union expects that its programs and services will soon be completely supported by business revenues.

"We have demonstrated that helping immigrants access financial services is not only good for the community, but it also makes good business sense," says Pastor. To help other communities benefit from its experience, the Latino Community Credit Union is working with emerging credit unions in Tennessee, Oregon, and California to provide similar services to new immigrants.

20. Foundation supporters have included The Stewards Fund, Z. Smith Reynolds Foundation, National Credit Union Foundation, Carolinas Credit Union Foundation, Community Development Financial Institutions Fund, National Endowment for Financial Education, American Express Foundation, and Ford Foundation.

21. Perez, Evan. 2003. "Banking on Immigrants." *The Wall Street Journal*, May 9.

22. Interview by Ted Wang with Luis Pastor. December 18, 2005.

USING TAX SERVICES AND CREDITS TO INCREASE FAMILY INCOME

ELEMENTS OF PROMISING PRACTICES

Helping eligible immigrant families properly complete their tax returns and claim two common tax credits—the Earned Income Tax Credit (EITC) and the Child Tax Credit (CTC)—can substantially boost their household income. EITC is the largest federal program that helps boost income for working-poor families. In 2003, about one quarter of the more than 20 million taxpayers who claimed this credit were lifted above the poverty line.²³

Many legal immigrants can qualify for EITC if they work and meet the income requirements. In addition, U.S. residents, regardless of their immigration status, are eligible to claim the Child Tax Credit²⁴ if their children live in the United States and are claimed as dependents. However, studies suggest that eligible immigrants utilize tax credits at a much lower rate than native-born residents.²⁵ There are many possible reasons for their low participation, including trouble understanding complex tax rules and fear that claiming a tax credit could affect their immigration status or their ability to become citizens in the future.

In recent years, a number of immigrant and community development organizations have developed effective outreach and tax preparation programs to increase immigrants' understanding of tax credit programs and how they can benefit. Two organizations—the Center for Economic Progress' National Community Tax Coalition²⁶ and the Center on Budget and Policy Priorities—have developed written materials describing promising practices as well as kits to help local groups increase immigrants' participation in EITC and CTC programs. Some of the key elements found in successful outreach programs include:

- Promoting public awareness of tax credits through the ethnic media.
- Providing tax information to various community organizations that serve newcomers.
- Developing multilingual materials to inform immigrants of their rights and responsibilities as taxpayers.
- Offering financial and tax workshops to help newcomers understand the tax filing process.
- Providing free tax-preparation services to low-income immigrants.

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23. Berube, Alan. 2005. *¿Tienes EITC? A Study of the Earned Income Tax Credit in Immigrant Communities*. Washington, D.C.: Brookings Institution. For instance, workers with two or more children and earning below the federally defined levels (\$35,263 for single parents and \$37,263 for married parents in 2005) are eligible for a credit of up to \$4,400.

24. Immigrant workers may qualify for the CTC if they earned more than \$11,000 in 2005. Unlike the EITC, which requires that the person and his or her dependents claiming the credit have a valid Social Security number, the CTC can be claimed by using an Individual Taxpayer Identification Number, thereby allowing newcomers of various immigration statuses to benefit from the program.

25. Phillips, Katherin Ross. 2001. *Who Knows about the Earned Income Tax Credit?* Washington, D.C.: Urban Institute.

26. With over 500 affiliates, the coalition provides policy advocacy and technical assistance to promote tax credit opportunities that benefit low- and moderate-income taxpayers, including tools for free tax preparation and financial service programs that target immigrants.

A PROMISING PRACTICE

East Harbor Community Development Corporation
Baltimore, Maryland
www.ehcdc.org

East Harbor Community Development Corporation (EHCDC) provides a range of promising programs to assist low-income immigrant families. Supported by grants from the Annie E. Casey Foundation, Goldseker Foundation, and the Internal Revenue Service, EHCDC has developed a project that increases community awareness of tax laws among low-income, Spanish-speaking residents.

According to Lourdes Montes, manager of EHCDC's Latino Services, "The goal is not only to provide tax preparation services but also to empower these families by helping them learn about the tax process so that they can eventually file returns by themselves." Montes notes that there are few tax-preparation resources available to newcomers, and many existing services are operated by unscrupulous proprietors who have limited knowledge of tax laws and often exploit immigrants through high fees and predatory practices.

EHCDC programs include:

- Outreach through the Spanish-language media and community organizations about tax requirements and available services.
- Tax workshops in Spanish to help Latino immigrants learn how to accurately file tax returns using both SSNs and ITINs, understand EITC and CTC eligibility, and avoid predatory tax preparers.
- Free tax-preparation services by bilingual accountants and IRS-certified volunteers who are supervised by experienced staff.

In 2006, EHCDC helped more than 200 Spanish-speaking families file tax returns and obtained ITINs for over half of these families. In actively encouraging immigrant families to file tax returns, regardless of their immigration status, EHCDC not only emphasizes immigrants' responsibilities but helps to put hundreds of thousands of tax-credit dollars back into the local community.

EVALUATION

In order for immigrants to integrate into their new environment, it is important for them to have decent-paying jobs, understand the U.S. economic system and how to navigate it, and gain access to opportunities that improve their economic stability and mobility.

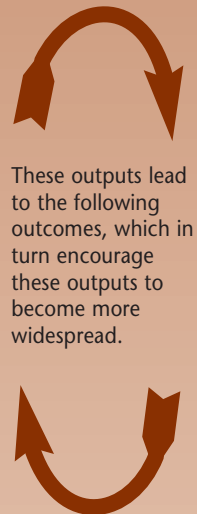
As this section described, there are many ways to improve immigrants' economic mobility, from enhancing their employment prospects to increasing their access to financial services and tax credits. Such efforts can result in a wide range of outcomes within both the immigrant and the receiving community.

The following indicators, associated with outcomes above, can help determine if your efforts to improve the economic mobility of immigrants are succeeding:

- Number and percent of immigrant-owned businesses (data can be obtained from the Small Business Administration and the U.S. Census Bureau).
- Percent of immigrant business owners who belong to the local or ethnic chamber of commerce or merchant association (e.g., Hispanic Chamber of Commerce, Asian American Hotel Owners Associations).
- Extent of economically revitalized areas due to new immigrant-owned businesses.
- Number of jobs created by immigrant-owned businesses for both immigrants and non-immigrants (data can be obtained from the Small Business Administration).
- Number and percent of immigrants who open savings and checking accounts (data can be obtained through an arrangement with local banks and credit unions).
- Distribution of immigrants across occupations (e.g., construction, accommodation and food services, professional and technical services, agriculture) and levels (administrative support, middle management, top management).
- Percent of qualifying immigrants who purchase cars and homes (see for example "Moving to America-Moving to Homeownership 1994-1996" report by the U.S. Census Bureau).
- Number and percent of immigrants who are aware of and claim EITC and CTC each year.
- Percent of immigrant clients served by banks and real estate agencies (data can be obtained through an arrangement with local banks, credit unions, and real estate agencies).
- Numbers of immigrants participating in policy advocacy campaigns that pursue "win-win" solutions for immigrant and receiving community members.
- Positive attitudes about immigrants and their contributions to the local economy, as indicated by press coverage or opinion polling.

OUTPUTS

- More financial education programs for immigrants (e.g., tax credits, mortgage, small business loans, bank accounts, direct deposits).
- More loan programs for immigrants.
- More organizations, such as CDCs, supporting immigrant entrepreneurs and cooperatives, economic development, and affordable housing development.
- More advocacy efforts, e.g., litigation and organizing, to win policy changes. Increased number and diversity of vocational training and job placement programs for immigrants.
- Language training programs linked to employment opportunities and offered by more employers.
- Improved enforcement of fair practices in lending and real estate.



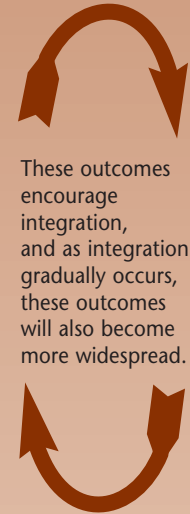
OUTCOMES

For immigrants:

- Improved understanding and navigation of economic system.
- Increased use of mainstream financial institutions.
- Less dependence on predatory vendors (e.g., payday lenders, check cashers).
- Increased small business ownership among immigrants.
- Representation of immigrants in a wider variety of occupations.
- Increased car ownership.
- Increased home ownership.
- Increased employability of immigrants (better prepared and skilled for jobs).

For receiving community:

- Improved perceptions of immigrant contribution to local economy and community.
- Non-discriminatory practices in lending and real estate practices.
- Expanded economic contributions of immigrants-as workers, consumers, taxpayers, and entrepreneurs-to the local economies.
- Increased economic vitality of blighted neighborhoods, with greater availability of resources to all residents.



IMMIGRANT INTEGRATION

SOURCES:

Annie E. Casey Foundation. 2003. *Family Economic Success: Building Strong Financial Futures for Families and Communities*. Baltimore, MD: Annie E. Casey Foundation. Retrieved from <http://www.aecf.org/initiatives/fes/fes/> on March 17, 2006.

Maytree Foundation. 2002. *Integrating Immigrant Skills into the Canadian Economy*. Toronto, Canada: Maytree Foundation. Retrieved from http://www.maytree.com/PDF_Files/FulfillingPromise.pdf in March 13, 2006.

Promising Practices in Equal Treatment and Opportunity

“True opportunity requires that we all have equal access to the benefits, burdens, and responsibilities of our society regardless of race, gender, class, religion, sexual orientation, or other aspects of what we look like or where we come from. Ensuring equal opportunity means not only ending overt and intentional discrimination, but also rooting out subconscious bias and reforming systems that unintentionally perpetuate exclusion. It requires proactive efforts to remake our institutions in ways that ensure fairness and inclusion.”

—*The State of Opportunity in America: Immigrants and Opportunity*
The Opportunity Agenda, New York, New York

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INTRODUCTION

The concept that equal treatment and opportunity should be provided to everyone is widely accepted in the United States. Yet this concept has been always more of an ideal than a reality. Americans, at best, have been consistently ambivalent about immigrants. While proud of the country's immigrant heritage, they are often sus-

picious of new immigrants and uneasy about immigration.

Policies that promote equal treatment and opportunity can help facilitate integration because they instill a sense of fairness in the relationship between newcomers and the receiving community.

Like immigrants who came before

them, today's newcomers face numerous challenges in securing equal treatment and opportunity. Concerns about immigration levels and national security have led the federal government to adopt policies that are inconsistent with core American values of equality, freedom, and opportunity. For instance, 1996 federal laws bar most legal immigrants from federal benefits such as Food Stamps, Supplemental Security Income, and Medicaid. Federal law also prohibits federally funded legal services organizations from serving a significant segment of the immigrant community, severely limiting these individuals' access to the judicial system and their ability to protect their rights. In the aftermath of the September 11, 2001 terrorist attacks, specific immigrant communities—primarily Arab Americans, Muslims, and South Asians—have come under intense public scrutiny and attack. Racial stereotypes, reinforced by government policies, have led to discrimination and even hate crimes against these community members.

Laws and public policies can have considerable influence on the ability of immigrants and their receiving community to engage in an integration process. They can promote opportunity or place barriers in the way of aspirations. They can bring communities together or reinforce people's fears, stereotypes, and isolation.

Policies that promote equal treatment and opportunity, however, can help facilitate integration because they instill a sense of fairness in the relationship between newcomers and the receiving community. They also make immigrants feel welcomed and inspire confidence that they will eventually become full members of their new community.

This section describes funding strategies and promising practices that help immigrants secure equal treatment and opportunity. They include:

- Creating an environment to promote integration and community building.
- Increasing immigrants' access to legal and judicial resources.
- Challenging discriminatory practices and promoting fair laws and policies.
- Protecting the rights of low-wage workers.
- Promoting fair and humane laws and policies.
- Addressing racial stereotypes and hate violence.



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CREATING AN ENVIRONMENT TO PROMOTE INTEGRATION

NEBRASKA APPLESEED CENTER FOR LAW IN THE PUBLIC INTEREST

Lincoln, Nebraska
www.neappleseed.org

Creating an environment that promotes integration, including developing policies that emphasize shared values and interests, is an important way to ensure fair treatment of immigrants. An unlikely place where this has occurred is Nebraska, whose recent population growth has been driven by immigration.

The challenge has been to get people to think of immigrants not just as temporary workers for entry-level jobs, but as long-term residents and neighbors... Only then do people start thinking of how to invest in this community and to create programs that help integrate them into the state.

Newcomers have been drawn to Nebraska largely because of employment opportunities, primarily in the meatpacking and food-processing industries. Between 1990 and 2000, the state's Latino population increased by 155 percent and the Asian population by 86 percent.¹ As immigrants became a larger part of the state's workforce, Nebraskan leaders developed policies to facilitate their integration, providing increased access to education and other programs that enable immigrants to pursue their dreams and crafting other initiatives to build stronger, more integrated communities. These policies and programs include:

- A legislature-initiated Task Force on the Productive Integration of the Immigrant Workforce Population. With participation by business, law enforcement, labor, and government, the Task Force made recommendations for developing policies to facilitate newcomers' participation in the state's workforce. Its report, released in 2002, found that the state's economy had greatly benefited from immigrants' contributions and made a series of recommendations to address the challenges of integrating newcomers into Nebraska's communities.

- State-funded health insurance to most low-income, legal immigrants whose immigration status makes them ineligible for federally funded health programs.² In addition, all pregnant women in Nebraska are eligible for

outpatient, prenatal care regardless of immigration status.

- State-funded cash and food assistance programs for most legal immigrants who are ineligible for federal public benefits.³ Nebraska is one of a small group of states that offer comprehensive, state-funded health and social service benefits to legal immigrants.

- A Meatpacking Workers Bill of Rights in response to well-documented problems with unsafe work conditions. The Nebraska legislature passed a law, initiated by Governor Johanns in 2000, to increase state monitoring of meatpacking plants.

- Allowing undocumented students who have lived in the state for three years and graduated from a Nebraska high school to pay in-state tuition rates at public higher education institutions.

- A Minority Justice Task Force that works to ensure equal access to the courts, beginning with an assessment of the current system.

Nebraska Appleseed has been instrumental in developing many of these initiatives, including co-chairing the immigrant workforce task force, helping to develop the Meatpacking Workers Bill of Rights, and working with other allies to pass the in-state tuition law. Its success has been due to a combination of favorable demographic and economic trends, as well as strategic advocacy to build broad-based support for newcomers.

Nebraska's shrinking rural population and its need for new workers created an opportunity for immigrant advocates to find common ground with businesses, community leaders, and others who recognized that immigrants could play an important role in economic and community revitalization. The challenge, according to Appleseed's executive director, Milo Mumgaard, has been to "get people to think of immigrants not just as temporary workers for entry-level jobs, but as long-term residents and

1. Census 2000 data as compiled by Grantmakers Concerned with Immigrants and Refugees, available at www.gcir.org.

2. See the "Promising Practices to Improve Immigrant Health and Well-Being" section of the toolkit for details on immigrants' eligibility for publicly funded health programs.

3. Ibid.

neighbors... Only then do people start thinking of how to invest in this community and to create programs that help integrate them into the state.”

Appleseed’s strategies to promote immigrant-welcoming policies include:

- **Public messages that highlight the contributions of immigrants.**

“We made a conscious decision not to emphasize ‘immigrant rights’ in our public messages because the term does not always resonate in the state,” says Mumgaard. “Instead, we stress the similarities between recent immigrants and European immigrants who settled and built Nebraska over the years. We also try to demonstrate how expanding opportunities for newcomers boosts opportunities for everyone.” Appleseed’s public messages consistently underscore immigrant workers’ economic contributions to the local economy. Its advocacy for programs that improve immigrants’ education, skills, and well-being are framed as investments that can lead to greater prosperity for the broader community.

- **Relationships with mainstream institutions and “nontraditional allies.”** Appleseed’s public messages, focusing on the mutual benefits of immigrant integration, made it easier to develop support for immigrants from mainstream institutions and leaders, including businesses, law enforcement agencies, unions, physicians, political leaders, and educators. These groups and leaders are more likely to help immigrants when they understand the long-term benefits for their own institutions or constituencies. According to Appleseed, mobilizing support from these different sectors has been critical to building support of legislative and other initiatives that benefit newcomers.

- **Advocacy projects that emphasize immigrants as hard-working individuals who want to integrate into the community.** These projects aim to protect immigrant workers from exploitation and dangerous work conditions, increase their access to higher education, connect them to mainstream financial systems, and ensure their access to the judicial system. In addition, Appleseed is working with other organizations to establish a regional presence through the Immigrant Rights Network of Iowa and Nebraska.

Appleseed’s successful advocacy in a politically conservative state with relatively little recent experience with immigration suggests that its strategies can be used in other new gateways to create policies that integrate and support the fair treatment of immigrants.

DVD

**Watch the DVD
Californians
for Healthy Kids**

Most of us agree that all children, regardless of their immigration status, deserve to be healthy. Be inspired by an energetic and wide cross-section of grass-roots and grass-tops stakeholders as they raise the long-term implications—and the short-term urgency of universal health care for every child.

EXPANDING ACCESS TO THE U.S. LEGAL SYSTEM

Enhancing immigrants' understanding of their legal rights and responsibilities, as well as their access to the U.S. justice system, is essential in achieving immigrant integration. Immigrants' lack of familiarity with U.S. customs and laws, as well as their limited English skills, makes them especially vulnerable to exploitation as workers and consumers. Yet federal laws bar many government-funded legal service providers from serving a large and growing segment of low-income immigrants (see sidebar). Foundation funding in this area is especially important to ensure that low-income newcomers have access to information about their rights and responsibilities, as well as legal representation to protect these rights.

Foundation funding is important to ensure that low-income newcomers have access to information about their rights and responsibilities, as well as legal representation to protect these rights.

Increasing newcomers' access to administrative and legal bodies that adjudicate immigration issues is

especially important. Over the past decade, the federal government has made numerous changes to immigration laws and policies. These changes, combined with an emphasis on enforcement, have made it significantly more difficult for immigrants to reunify with family members or apply for citizenship. The passage of the Illegal Immigration Reform and Immigrant Responsibility Act of 1996—with its mandate to deport non-citizens who are found guilty of even minor criminal infractions and to place many immigrants in detention during their removal proceedings—has been especially challenging for newcomers.⁴

In response, foundations can support (1) programs that provide accurate legal information to help immigrants understand their options when facing immigration or other legal problems; (2) expand the availability of free legal services to low-income newcomers, including those in detention or facing deportation who are not entitled to free counsel; (3) efforts to make the judicial system more responsive and accessible to limited English proficient (LEP) immigrants.



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FEDERAL RESTRICTIONS ON LEGAL SERVICES FOR LOW-INCOME IMMIGRANTS

Programs that receive funding from the Legal Services Corporation (LSC), the primary source of federal funding for providing legal services to low-income individuals, are allowed to serve only the following categories of non-citizens:

- Lawful permanent residents (LPRs)
- Refugees
- Asylees
- Persons granted withholding of deportation
- Conditional entrants
- Trafficking victims
- Lawful temporary residents under the SAW program of the Immigration Reform and Control Act of 1986
- Temporary agricultural workers (H-2A workers), but only with respect to issues concerning their employment
- Individuals who have applied for adjustment to LPR status and who have a citizen spouse, parent, or child
- Domestic violence victims who do not meet the criteria above, provided that such services are supported by non-LSC funds

Because of these restrictions, numerous immigrants are ineligible for federally funded legal service programs, including those who are undocumented, persons with temporary protected status, and those paroled into the United States for humanitarian reasons.

SOURCE:

National Immigration Law Center.

4. As this publication went to press, Congress was debating various provisions that would further expand criminal convictions that can lead to deportation as well as mandatory detention for immigrants in deportation proceedings. See, e.g., HR 4437.

LEGAL SERVICES TO LOW-INCOME IMMIGRANTS

The Fund for New Citizens' Community Legal Services Initiative

New York, New York

www.nycommunitytrust.org

A collaboration of local and national foundations, the Fund for New Citizens at the New York Community Trust has an initiative to increase the availability of legal services to immigrants in New York City. Its strategy is to encourage partnerships between legal service organizations and community-based, immigrant serving groups. The model increases the capacity of immigrant organization to provide reliable information and advice on basic immigration issues through training and technical assistance from legal groups, which also provide direct client representation as needed. Components of this model include:

- **Effective outreach.** Immigrant-serving organizations have the capacity to provide timely information to targeted newcomers about changing laws, policies, and other important issues. Helping immigrants become informed of these changes not only empowers them to take advantage of their rights but can also help them avoid situations that can result in adverse consequences.
- **Counsel from a familiar, trusted organization.** Immigrants often do not know where to go for reliable legal advice, and many turn to immigrant organizations when faced with legal difficulties. These collaborations allow community groups to respond directly to such individuals and only refer them to legal services organizations if situations are complicated and may require legal representation.
- **Linguistically and culturally appropriate services.** Immigrant-serving organizations have the linguistic and cultural skills to serve newcomers and can work with partnering legal service organizations to ensure that they can communicate effectively with LEP clients.



© Loren Santow

William, an unaccompanied minor who fled Ecuador, received legal assistance that helped him establish a new life in the United States.

The Fund for New Citizens currently funds three projects that have partnerships between legal services groups and immigrant community organizations.

The first project is a collaboration formed in 2002 among the Legal Aid Society and three community groups: Asian Americans for Equality (serving the Chinatown and Lower East Side), Forest Hills Community House (serving Northwestern Queens), and the Northern Manhattan Coalition for Immigrants Rights (mostly serving the Dominican population of Washington Heights). A Legal Aid Society staff attorney oversees the project, providing ongoing training and technical assistance, twice-monthly case consultations to staff of the partner organizations, and monthly legal clinics at community sites for clients whose cases require an attorney's expertise. Although the project focuses on immigration services, clients can also access other Legal Aid Society attorneys for assistance with other issues, such as housing assistance and access to public benefits.

"This is a tremendous service model that makes good use of limited legal resources and helps community organizations respond to critical needs," says Jojo Annobil, staff attorney with the Legal Aid Society. With the equivalent of one full-time staff attorney and three part-time community staff members, the project provided advice and representation to over 1,800 clients in 2005.

Building on the success of this initial project, the Fund has supported several additional partnerships. It recently made a grant to a joint project between the Asian American Legal Defense and Education Fund and the Young Korean American Service and Education Center to provide immigration, housing, and other civil legal services for low-income Korean and other Asian immigrant populations in Flushing, Queens.

The Fund also made a grant to the Bronx Defenders, which provides free criminal defense, civil legal, and social services to indigent residents. While not a formal collaboration, the Bronx Defenders is working closely with community and immigrant organizations, such as Families for Freedom and Northwest Bronx Community and Clergy Coalition. It provides both immigration legal assistance and criminal defense to minimize the immigration consequences that can result even from minor charges. Typically, an immigration lawyer, a criminal defense lawyer, and the client work together so that the disposition of any criminal charges is framed to protect the client as much as possible from deportation. For those clients who cannot be insulated from immigration consequences, the immigration lawyer continues to represent the client in any deportation proceedings.

INCREASING LANGUAGE ACCESS TO THE JUDICIAL SYSTEM

Oregon Judicial Department
Salem, Oregon
www.ojd.state.or.us

The State of Oregon is a leader in providing LEP residents with access to its courts. Oregon law requires that courts

If interpreters are not available, certain civil cases cannot be pursued, criminal cases cannot be prosecuted, and LEP victims will not be able to seek resolution. All of us benefit when our judiciary operates smoothly and fairly—that’s the reason why courts need to be accessible.

provide spoken-language interpreters for any LEP person who is party to a case or who needs assistance in communicating with court staff. Interpreters are provided in both criminal and civil cases. In a typical year, Oregon’s court system handles more than 25,000 requests for interpretation in almost 150 languages.

The Oregon Judicial Department (OJD) makes interpreter services available both inside and outside the courtroom. The program’s effectiveness can be attributable to:

- **Centralized interpreter services.** Centralization allows OJD to set high

quality standards that apply to courts across the state, monitor practices, and help specific courts improve their language access when problems arise. It also creates an economy of scale that increases fiscal and programmatic efficiency. OJD hires staff interpreters for the most commonly requested languages (Spanish and American Sign Language) and makes these individuals available to courts in different counties. The central office also has access to over 200 pre-screened contract interpreters. Individual courts that need interpreters for less commonly spoken

languages can simply call the centralized schedulers rather than try to identify an interpreter on their own.

- **High standards for interpreter services.** These standards require:

- *Judges to use a certified interpreter if one is available.* If a qualified interpreter is not available locally, OJD’s policy is to hire interpreters from out-of-town or even out-of-state if needed.

- *In-person interpretation for court hearings.* Telephonic interpreters can be used only in non-evidentiary hearings that are expected to take less than 30 minutes.

- *Multiple interpreters for extended hearings.* OJD’s policy requires that two

interpreters be available in any hearing that is expected to last more than 2 hours so that the interpreters can rotate, remain fresh, and avoid mistakes due to fatigue.

- **Training for all court staff who have contact with the public, from judges to administrative clerks.** The multi-faceted trainings provide information about how to best communicate with LEP individuals and how to utilize interpreters. OJD also offers trainings to attorneys through the state bar’s continuing education program.

- **Monitoring and Assessment.** The Court Interpreter Services Office at OJD monitors LEP individuals’ access to the court system and makes modifications to improve this access, as needed. In addition, OJD’s Access to Justice for All Committee—consisting of department staff, judges, attorneys, and community advocates—is charged with ongoing assessment of OJD programs to improve racial, ethnic, and gender equity, as well as language access, in the court system.

- **Collaboration with community and legal service organizations.** OJD works with community organizations to publicize the availability of language services, recruit new interpreters, and provide training to court staff on LEP communities.

FUNDERS CAN INCREASE IMMIGRANTS’ ACCESS TO THE COURTS BY SUPPORTING:

- Community advocacy to provide court interpreters and language assistance to LEP immigrants.

- Education projects to increase immigrants’ understanding of the local judicial system and how to use it to protect rights.

- Efforts to train judges and other court personnel about immigrant communities and how courts can increase access for newcomers.

- Programs to recruit and train immigrants to become court interpreters, especially in less frequently spoken languages.

- Development of new plans or procedures for serving immigrants in the judicial system.

- Documentation and dissemination of promising practices.

Efforts that engage community groups, legal services providers, judicial agencies, and other government entities are especially promising in expanding immigrants’ access to the courts.

PROVIDING INTERPRETERS IN LESS FREQUENTLY SPOKEN INDIGENOUS LANGUAGES

An estimated 40,000 indigenous people from Mexico and Central America live in Oregon. Many of these individuals are LEP and speak a number of different indigenous languages in which there are few, if any, qualified legal interpreters. To address this challenge, Oregon Judicial Department (OJD) is undertaking several pilot projects.

The first involves a partnership with the Oregon Law Center, a legal services organization, to train indigenous residents to become interpreters.

When qualified interpreters are unavailable, OJD uses a “relay” system to provide interpretation to people who speak an indigenous languages. It is developing a cadre of interpreters who can initially interpret from the indigenous language into Spanish. A Spanish-English interpreter then acts as a “relay” and interprets the information into English. Recognizing the complexity of using two sets of interpreters, OJD provides extensive training to the indigenous language interpreters on legal terminology and court

protocols. It also has trained Spanish-English interpreters, judges, and attorneys to ensure that they understand how to make the best use of this system in court.

Although the relay project was still relatively new as of 2006, OJD officials report that it has produced some promising results and has made the court system more accessible to people who speak Mixteco, Trqui, Zapoteco, Nahautl, Tarasco, Akateco, and Kanjobal.

• Commitment from the judicial leaders to make the courts accessible.

The scope of work described in this section would not be possible without support from Oregon’s judicial leaders, including Supreme Court justices. OJD currently allocates almost \$1.7 million annually on its interpreter program. This level of investment has increased the efficiency of Oregon’s court system.

“The primary benefit of providing interpreter service,” says James Comstock,

program manger of OJD’s Court Interpreter Services, “is that it makes it possible for courts to administer justice. If interpreters are not available, certain civil cases cannot be pursued, criminal cases cannot be prosecuted, and LEP victims will not be able to seek resolution for crimes or other unlawful actions. All of us benefit when our judiciary operates smoothly and fairly—that’s the reason why courts need to be accessible.”



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ADVOCATING FOR EQUAL TREATMENT AND OPPORTUNITY

Ensuring equal treatment of immigrants often requires more than providing newcomers with access to legal services or the court system. In situations where government agencies or private businesses mistreat large groups of newcomers, class-action or impact litigation becomes an effective tool. It can protect immigrants in many different settings and address a wide range of issues, including: abusive workplace conditions, unpaid wages, racial or ethnic discrimination, denial of access to education and other public services, unfair immigration enforcement or detention practices, and prohibitions on day labor centers, among many others.

The two examples in this section illustrate several characteristics of legal

In many instances, we can stop unlawful policies without litigation. But to do so, we need to have the resources to pursue litigation in situations in which public agencies refuse to follow the law.

advocacy that are becoming increasingly common. Lawyers for immigrants frequently coordinate with community advocates to maximize their effectiveness by working in both the legal and political contexts. In addition, immigrant legal advocates are increasingly addressing conditions that affect other disadvantaged communities, including African-Americans. Bringing these communities together through litigation or other activities can help them learn from each other's experiences in fighting for equal opportunity.



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CHALLENGING ANTI- IMMIGRANT HOUSING LAWS

**ACLU of Virginia
Richmond, Virginia
www.acluva.org**

In December 2005, the City of Manassas, a Northern Virginia suburb, enacted an ordinance that made it illegal for extended relatives-aunts, uncles, and cousins-to live together as a family. Although city officials originally claimed the new law was intended to address overcrowding, several city council members also stated that they hoped to deter certain newcomers from residing in the city by addressing "problems associated with people assumed to be illegal immigrants."⁵

The American Civil Liberties Union of Virginia publicly questioned the legality of this law and quickly began exploring whether it could be overturned through litigation. The ACLU had previously represented day laborers who had been harassed by Manassas' police force. "Given the context," says Kent Willis, executive director of the ACLU of Virginia, "it was fairly easy to see through the city council's justification for the law. This was about targeting the Latino community, not about addressing overcrowding."

As it researched possible legal options, the ACLU worked with local housing and immigrant groups to mobilize public opposition to the ordinance. Two groups—the Equal Rights Center and Tenants and Workers United-helped educate Spanish-speaking residents of their rights and distributed fliers describing how they could fight the ordinance by putting pressure on the city to repeal the law. On January 4, 2006, shortly after the ACLU announced plans to file a lawsuit challenging the constitutionality of the ordinance, Manassas suspended enforcement of the ordinance. Citing a 1977 Supreme Court decision, the ACLU convinced the city that the ordinance was an unconstitutional intrusion on the privacy rights of

5. Stephanie McCrummen. 2006. "Virginia City Suspends 'Family' Rule," *The Washington Post*, January 5.

families. Community observers initially feared the city would try to enact a narrower law. But as public opposition grew, the city council ultimately repealed the entire ordinance.

The ACLU's role in successfully challenging the Manassas ordinance highlights how litigation can go hand-in-hand with community advocacy in protecting the rights of immigrants. The ACLU's planned lawsuit gave community advocates an opportunity to mobilize opposition to the law and was the first step in convincing the city to change its policy. It also provides an example of how the threat of litigation from a credible source can help overturn discriminatory policies.

"In many instances, we can stop unlawful policies without litigation," explains Willis. "But to do so, we need to have the resources to pursue litigation in situations in which public agencies refuse to follow the law." In the Manassas case, anticipated litigation from the ACLU combined with mounting public pressure led the city to reverse a discriminatory policy aimed at discouraging immigrants from becoming residents.

BUILDING BLACK-BROWN ALLIANCES TO FIGHT DISCRIMINATION

Lawyers' Committee for Civil Rights
San Francisco, California
www.lccr.org

University of North Carolina Center for Civil Rights
Chapel Hill, North Carolina
www.law.unc.edu/centers/

About 2,800 miles separate Latinos in Modesto, California and African-Americans in Moore County, North Carolina, but a common struggle for civil rights is bridging this divide.

Using the common cause of discrimination in the allocation of municipal services, civil rights organizations have brought together the two groups to share ideas, build relationships, and develop solutions to the shared struggles they face. Their story may be one of the most long-distance efforts to foster positive



race relations, and it demonstrates that, with good leadership, newcomers and the native-born can come together around shared concerns despite seemingly formidable barriers.

The organizers of this transcontinental collaboration include the Lawyers' Committee for Civil Rights, based in San Francisco, California Rural Legal Assistance with offices throughout the state, and the University of North Carolina Center for Civil Rights in Chapel Hill. A number of local grassroots organizations were also involved.

In both Moore County and Modesto, according to the civil rights activists, local governments have manipulated their boundaries in discriminatory ways, choosing to annex wealthier white subdivisions, where developers have sometimes paid for infrastructure. Adjacent minority communities have been left as unincorporated areas, in some instances existing as islands within the geographical boundaries of the city.

Technically outside the city's legal jurisdiction and under county control, the unincorporated areas are denied basic services such as sewage, sidewalks, street lights, and police and fire protection. Unable to vote in municipal elections, residents of these areas cannot hold elected officials directly accountable. Yet they remain subject to land use and zoning laws of the adjacent municipalities.

The impacts are profound, and the disparities dramatic. Moore County, according to the New York Times, is home to 43 golf courses. The 2005 United States Open, played on one of these courses, was estimated to generate \$124 million for the state.⁶

Many of the African-Americans living in Moore County's unincorporated areas helped to build and provide services for the golf courses and the upscale hotels for which their county is famous. But they live in homes—though within miles of such affluence—where septic tanks leak and contaminate wells that serve as local water supply. In one case, a natural water supply was dammed to create a lake for a development in the adjacent city.

Recognition of these common disparities prompted the cross-country dialogue between North Carolina and California that began with advocacy at the local level. In Modesto, residents represented by the Lawyers' Committee filed a voting rights lawsuit seeking, among other things, greater political empowerment for the Latino community. Moore County residents began by organizing the African-American community around advocacy with local officials.

The California and North Carolina civil rights groups encouraged discussions between the two communities. The residents decided to meet, and the Ford Foundation made a modest travel grant to make the meetings happen. Following an exploratory session in North Carolina, the groups held two meetings, one in Modesto and one in Moore County, where they gathered to discuss the issues and develop joint strategies.

Both meetings were marked by productive public attention and strong relationship building. Following a tour of the affected Latino neighborhoods in Modesto, a front-page article appeared in the Modesto Bee describing the transcontinental meeting and detailing the residents' concerns. Before she left

"I couldn't sleep last night; I kept thinking about the problems you confront. We may speak different languages, but I see you and I know you now."

for home, Moore County resident Carol Frye Henry stood before the group and explained how she felt her path was intertwined with the Latinos' struggle for justice. Language barriers existed, she acknowledged, but "I couldn't sleep last night; I kept thinking about the problems you confront. We may speak different languages, but I see you and I know you now."

The second meeting, two months later in Moore County, generated the front-page article in The New York Times cited above, describing the conditions that county residents live under and the practice, known as "municipal under-bounding," that had brought the



© Lawyers' Committee for Civil Rights

African-Americans and Latinos together. In a joint press conference and a meeting with public representatives, residents of the two communities urged local officials to provide essential municipal services and not wait to be sued-as had happened in Modesto.

"The sense of empowerment that the Modesto residents felt while advocating the interests of their colleagues from North Carolina was palpable and quite overwhelming to witness," says Robert Rubin, legal director for the Lawyers' Committee for Civil Rights. The empowerment was moving for both groups.

Their lawyers deserve credit for recognizing that common conditions could bridge a vast cultural and geographic divide: newcomers and native-born Americans, Latinos and African-Americans, Californians and North Carolinians. Working together, these two communities have succeeded in attracting local and national press attention, motivating one another to maintain their relationships and sustain their advocacy. Their joint efforts have provided an inspiring example of immigrants and African-Americans bridging their differences while building their communities.

© Lawyers' Committee for Civil Rights



6. Dewan, Shaila. 2005. "In County Made Rich by Golf, Some Enclaves Are Left Behind," *The New York Times*, June 5, sec. A.

PROTECTING THE RIGHTS OF LOW-WAGE WORKERS

The recent growth of immigrants in the U.S. workforce has occurred primarily in low-wage industries in which worker protections and opportunities for career advancement are limited. Immigrant workers who hold low-wage jobs are especially susceptible to exploitation since most have limited English skills and a growing number are undocumented. Adding to their challenges is the decline of institutions that have historically played important roles in integrating and protecting immigrant workers, such as fraternal organizations and settlement houses. Moreover, many immigrants work in sectors, such as day labor and domestic work, that currently lack union representation.

Over the past decade, a new type of organization known as “worker centers” has emerged to specifically address the needs of the growing population of low-wage workers in the United States. Reflecting the growth of this population, the number of centers has increased from approximately 25 in the mid-1990s to more than 140 as of early 2006.⁷

Worker centers can be ethnic-based, faith-based, or industry-based. According to a recent survey,⁸ most centers engage in a variety of activities to help their constituents:

- **Services to help low-wage and immigrant workers become self-sufficient**, including legal services to help workers collect unpaid wages or address unsafe work conditions, ESL and citizenship classes, job counseling, health information or services, and assistance with identification documents and opening bank accounts.
- **Advocacy to change employer behavior or public policies**. This includes campaigns to raise wages or improve working conditions by specific employers or in an entire industry through public education, legislative advocacy, pickets, economic boycotts, and other advocacy activities. Worker centers also organize against anti-immigrant activities at the local level and in support of immigration policy reform at the national level. And they advocate on a wide range of issues that affect immigrant integration, from access to education, housing, and health care to addressing discrimination.
- **Organizing and leadership development**. Worker centers support the development of development so that workers can take action on their own behalf to improve economic conditions or engage in community advocacy. Through organizing and leadership development, immigrant workers have successfully mounted, for example, union organizing drives and economic boycotts to improve wages and work conditions.

By engaging in these wide-ranging activities, workers centers help ensure that low-income immigrants are treated fairly by government, employers, and other institutions, and that they have the opportunity to contribute and participate in their communities.



© Thai CDC

7. Steven Greenhouse. 2006. “Immigrant Workers Find Support in Growing Network of Assistance Centers,” *The New York Times*, April 23, sec. A.
8. Janice Fine. 2005. *Worker Centers: Organizing Communities at the Edge of the Dream*. Washington, D.C.: Neighborhood Funders Group.



MULTIRACIAL, MULTI-SECTOR WORKER ORGANIZING

Tenants & Workers United
Alexandria, Virginia
www.twsc.org

Tenants & Workers United (TWU), formerly the Tenants' & Workers' Support Committee, seeks to build the power of low-income people of Northern Virginia for racial and economic justice. Using both geography- and sector-based organizing strategies, TWU primarily organizes African-American workers and immigrant workers from Central and South America, East Africa, and South Asia. It provides organizational support, leadership development, and financial resources for these workers to carry out effective organizing campaigns that have led to:

- The enactment of the first living-wage law in Virginia in 2000. In 2003, the broad-based coalition led by TWU won additional living-wage laws covering all county and school employees, along with hundreds of private employees in Arlington County.
- An increase of 70 percent in the wages of several hundred publicly funded contract child care workers in the City of Alexandria.
- A revision of taxi regulations in the City of Alexandria to allow independent taxi drivers—predominantly East African and South Asian immigrants—to keep more of their fares and to change companies. TWU is currently helping drivers form their own company.
- Public funding for day labor site in Fairfax County, Virginia.

- Recovery of unpaid wages or back pay for minimum-wage violations for hundreds of workers, including day laborers.

TWU campaigns typically involve allies in labor unions, faith-based institutions, and community groups. For example, TWU jointly operates the Campaign for Housing and Worker Justice with the Mid-Atlantic Region of Unite Here. The goal of this campaign is to press local jurisdictions to protect and expand affordable housing and living-wage jobs in Northern Virginia.

TWU also has a nationally recognized project that works to increase uninsured families' access to health care, including linking low-wage workers and their family members to free preventive medical services, such as tests for blood pressure, HIV, and diabetes. TWU staff helps

low-income workers who run up large medical bills reduce or eliminate their debts. To date, TWU has helped uninsured, low-income families eliminate \$1 million in medical debts.

These various activities have had a large impact in improving the lives of immigrant workers in Northern Virginia.

"We are all from different countries and our English is broken and nobody understands us. But the workers center was willing to listen to us. They provide us expertise. They provide us a lawyer. They support us."

Mulugeta Yimer, a taxi driver from Ethiopia who originally came to TWU for help with a wage dispute, describes why he has remained an active member of the organization: "We are all from different countries and our English is broken and nobody understands us. But the workers center was willing to listen to us. They provide us expertise. They provide us a lawyer. They support us."⁹



9. Steven Greenhouse. 2006. "Immigrant Workers Find Support in a Growing Network of Assistance Centers," *The New York Times*, April 23, sec. A.

GEOGRAPHY-BASED WORKER ORGANIZING

Koreatown Immigrant Workers Alliance Los Angeles, California www.kiwa.org

Founded in 1992, the Koreatown Immigrant Workers Alliance (KIWA) helps develop leadership and promote the empowerment of Korean and Latino low-wage immigrant workers in Los Angeles' Koreatown, where 40 percent of the residents live below the federal poverty line.

Working in a community whose economy is dominated by service jobs in restaurants, supermarkets, garments factories, and other retail businesses, KIWA implements a variety of programs and strategies to help low-wage immigrant workers advocate on their own behalf and engage in strategic coalitions to win broad systemic change on behalf of immigrant workers at both the local and state levels.

- **Workers' Rights Clinic.** The clinic offers low-income workers advice, representation, and referrals on employment issues, with a focus on wage-and-hour claims. Over the past 13 years, KIWA has assisted over 10,000 low-wage workers in resolving workplace disputes and helped them claim an estimated \$10,000,000 owed in unpaid wages.

- **Restaurant Workers Justice Campaign.** KIWA initiated this campaign in response to numerous workers' complaints about exploitative work conditions in local restaurants, including health and safety violations and failure to pay minimum wage, overtime, and workers' compensation. A U.S. Department of Labor investigation in 1998 substantiated these claims, finding that 97 percent of the Koreatown restaurants were in violation of labor laws.

To address these problems, KIWA trained workers at individual restaurants to confront employers over abusive and illegal work conditions; filed lawsuits against specific restaurants challenging egregious labor law violations; organized targeted boycotts; and publicized these work conditions through town-hall meetings and stories in the media. After years of confrontation with a number of Koreatown restaurants and the Korean Restaurant Owners Association (KROA), the KROA agreed to work with KIWA to change industry practices and established a Labor Mediation and Arbitration Panel—consisting of respected members of Korean American community—to resolve labor disputes in Koreatown restaurants.

KIWA has assisted over 10,000 low-wage workers in resolving workplace disputes and helped them claim an estimated \$10,000,000 owed in unpaid wages.

Based on worker surveys, KIWA estimates that the total wages paid to Koreatown restaurant workers have increased by tens of millions of dollars in the six years since reaching the settlement with KROA. As a follow-up to its work on wage enforcement, KIWA recently initiated a Restaurant Health and Safety Campaign to train employers and workers on how to improve safety in their workplace.

- **Fair Share Campaign.** Building upon its work with restaurant workers, KIWA has also tried to improve the working conditions at large Korean-owned supermarkets by organizing the workers and putting public pressure on these businesses to pay a decent wage. In 2005, KIWA reached an agreement with four supermarkets that agreed to pay a minimum wage of \$8.50 an hour and to raise this starting wage annually based on the Consumer Price Index. The agreements resulted in a \$1.2 million increase in wages for more than 400 Koreatown supermarket workers and demonstrated how living-wage campaigns can be used in the private sector to improve working conditions.

In addition to mounting its own campaign, KIWA works closely with other worker centers and helped found the Multi-Ethnic Immigrant Workers Organizing Network (MIWON). One of the first multi-ethnic networks of workers centers, MIWON connects KIWA and other members to legislative and policy issues at the state and national level and mobilizes support for specific campaigns, such as changes to labor or immigration policies. Other members of MIWON include the Garment Worker Center, Pilipino Worker Center, Southern California Institute for Popular Education, and the Coalition for Humane Immigrant Rights of Los Angeles.



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PROMOTING FAIR AND HUMANE LAWS AND POLICIES

NATIONAL ADVOCACY CAMPAIGNS

Immigrants of all backgrounds have personal stakes in the ongoing immigration reform debate. In 2006, their common desire for a solution to the problems of the current system and for expanded pathways to full membership in American society was made clear, as millions of immigrants across the country marched and rallied in support of comprehensive immigration reform.

Notwithstanding the passage of any immigration reform measures, the underlying factors that have made immigration a strong focus of national debate, such as an aging native-born population and the need for foreign-born workers, will remain a central issue for the United States now and in the foreseeable future. Yet concerns about the high volume of immigrants, combined with worries about national security, will continue to create a counterforce for restricting immigration.

In response, national and regional coalitions are adopting a variety of approaches to advance immigration reform and to promote equal treatment and opportunity for immigrants. While they may differ in style and strategy, from building an immigrant youth movement at the grassroots to building a political campaign in the halls of Congress, these groups point to the critical need to have a strong immigrant voice in the national debate on immigration policy.

"We are at a pivotal point in the history of the immigrant rights movement in the United States: a movement that could well shape the future of this country... Whatever bill does or does not emerge from the Congress, foundations can be part of building not just a stronger immigrant rights movement, but also a more deeply engaged citizenry for social justice in the U.S. and the world."

—Taryn Higashi
Deputy Director, Human Rights
Unit, Ford Foundation

DVD

Watch the DVD Sentence Home: Introduction

Cambodian refugee Many Unch grew up in a tough Seattle neighborhood and wound up serving time in prison. Although he paid his debt to society, he will be deported to a country he fled as a child two decades ago. Find out what will happen to Many, his wife, and their young children.

Coalition for Comprehensive Immigration Reform (CCIR)

CCIR was established in 2004 with the singular purpose of winning comprehensive immigration reform. The origin of the campaign arose from growing consensus across the political spectrum that the current immigration system is failing to respond to changing economic and social realities.

One fundamental problem is the lack of legal channels for low-skilled immigrant workers to enter the United States even though there is high demand for such workers.¹⁰ The result is a growing undocumented population estimated to be approaching 12 million. While these immigrants are fueling the country's economy, many are living in the shadows of society and are subject to exploitation in the workplace and beyond. The huge backlog in family visas means that most immigrants must wait for years if they want their family members to immigrate through legal channels.

"The bottom line is the immigration system is broken," says Maria Echaveste, a lecturer at the UC Berkeley Boalt Hall School of Law who helped in the formation of CCIR.

A number of non-profit advocacy groups initially came together to advocate for reforms in the immigration system, but because they were 501(c)(3)s, their lobbying activities were limited. CCIR was set up as a 501(c)(4) with an 18-



© Koreatown Immigrant Workers Alliance

month, \$3-million grant from Atlantic Philanthropies, which is based in Bermuda and therefore not subject to the restrictions of U.S. tax laws. In 2005, the foundation gave a second grant of \$4 million over two years.

“Atlantic Philanthropies was persuaded that with some serious investment, we could mount a legislative campaign,” Echaveste says. “Not to build an institution like what others were doing, but a campaign to get something through Congress.”

One of the legislative goals is to provide undocumented immigrants already in the United States a path towards permanent residency. Another goal is to clear the immigration backlog and reunite families.

CCIR’s campaign attempts to marry a constituency-based grassroots strategy with old-fashioned inside-the-Beltway lobbying, involving community-based organizations, unions, churches, and businesses. “The expertise required to dance in the legislative halls of Congress is sorely needed,” Echaveste says. “How we’re able to translate that out in the field is one of our challenges.”

For Atlantic Philanthropies, it was all quite simple. Acting on a conviction that immigrants were a population without full access to the rights they deserve, the foundation decided that going through Congress was the best way to make change.

“It’s a federal debate,” says Rebecca Rittgers, a programme executive for Reconciliation and Human Rights at Atlantic Philanthropies. “To make lasting change, you have to make legislative changes.”

Fair Immigration Reform Movement (FIRM)

FIRM, a project of the Center for Community Change, grew out of the blistering defeats immigrant advocates experienced in 1996 with the passage of welfare and immigration legislation that severely eroded immigrants’ rights.



“The absence of the grassroots voice in DC was an obvious major problem, and the fact that the field wasn’t coordinated,” says Son Ah Yun, FIRM co-director. Many local groups, in shifting their focus from services to advocacy, “were screaming to be organized,” she adds.

After a two-year planning process and a strategic decision that the campaign would be grassroots-led, FIRM was launched in 2004. It was also decided that addressing the issue of undocumented immigrants was a necessary component of the campaign.

Although national immigration reform is its ultimate goal, FIRM decided to start with smaller, interim campaigns. “We knew the immigration fight would be a long fight, three to five years,” says Yun. “In order for us to engage in that fight, we needed to build our base. We needed to have a winnable issue so that we can sustain the base.”

FIRM has thrown its support behind the DREAM Act, which seeks to provide undocumented high school graduates who came to the country as minors and who have lived here for at least five years an opportunity to apply for legal status and eventually become permanent legal residents if they go to college or serve in the military for a required amount of time.

“We decided who we needed to move was Middle America, non-immigrant folks, African-Americans, whites, and even some immigrants who are pretty

conservative,” says Yun. “We needed to move that constituency. The best way to do that was through the voice of the youth.”

Another piece of FIRM’s campaign is to build electoral capacity in community groups around the country, some of which had never gotten involved in electoral politics. This year, FIRM, through the Center for Community Change’s 501(c)(4) arm, plans to target some Congressional elections in Arizona to test immigration as a campaign issue. Arizona was chosen because it is such a hotbed state, “where it’s in your face all the time, and a place that has set the stage for a lot of immigrant initiatives,” Yun says.

The Center for Community Change, which houses FIRM, receives funding from a diverse array of foundations for its immigration-related work, including Carnegie Corporation of New York, the John S. and James L. Knight Foundation, and the Akonadi Foundation.

Role of Local and State Immigrant Organizations

Critical to both campaigns are input from and involvement of regional and state-level immigration groups around the country that are fighting battles in their own jurisdictions to protect existing immigrants’ rights and win new ones. With their experience in struggles over securing, for example, driver’s

10. Rob Paral. 2005. “No Way In: U.S. Immigration Policy Leave Few Legal Options for Mexican Workers,” *Immigration Policy in Focus*, Volume 4, Issue 5. July.

licenses, in-state tuition, and health coverage for immigrants, state immigration coalitions contribute important ideas to national campaigns.

Beyond sharing strategies, immigration coalitions are active partners in the national campaigns, with most participating in both CCIR and FIRM. While the two campaigns have different approaches, “each of the networks has value,” says Maria Rodriguez, executive director of the Florida Immigrant Coalition.

The Evelyn and Walter Haas, Jr. Fund is funding several national organizations to coordinate consensus-building and activities with local groups. The goal, says Henry Der, senior program officer at Haas, is “to help make the immigration movement more effective.”

Looking ahead to Implementation

Der adds that very few groups have started to look at the nitty-gritty of how reform policies will be implemented.

“What will be the rights of undocumented immigrants if they came out of the shadows of society?” he wonders. “What are their rights before an administrative court or court of law? A lot of work remains to be undertaken. To date, the policy debate has been very dominant. But even if we got enlightened policies signed into law, there’s going to be a ton of work to administer and monitor how well the new laws in this area may be carried out.”

Implementation is where the rubber will meet the road. Regardless of their philosophical differences, national advocacy groups, statewide immigrant rights coalitions, and local immigrant organizations will all need to play a significant role to ensure that the rights of immigrants are protected.



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CONNECTING LOCAL, STATE, AND NATIONAL ADVOCACY

Regional immigration coalitions have emerged as the best-and often most experienced-vehicles for coordinating advocacy strategy. Not only do they engage local immigrant groups and connect them to national campaigns, they also take the lead in organizing newcomers at the local and state levels, where policies can either facilitate or hinder immigrant integration.

Given the absence of national immigrant integration policy, state and local governments have considerable power to affect immigrants’ ability to become part of their new community. For example, they have the authority to determine immigrants’ access to health care and the availability of ESL, citizenship classes, and education programs to support immigrant families.

In recent years, state and local debate on immigration issues has become increasingly focused on hot-button issues: drivers’ licenses for undocumented immigrants, location of day labor centers, in-state college tuition for undocumented students, and the enforcement of immigration laws by local police forces.

“We’re investing in building the capacity of immigration coalitions across the country because they are so crucial to protecting the rights of immigrants, especially in today’s hostile environment,”

says Michele Lord who heads up the Four Freedoms Fund, a national funding collaborative. “Equal treatment and opportunity are fundamental to an immigrant’s ability to contribute fully to our society. Philanthropy has to invest in organizing and advocacy to bring about systemic change.”

State Policy Battles

With anti-immigrant sentiment gaining momentum, much of the work is defensive, and it takes a substantial amount of time and resources to counter persistent attempts by legislators and officials to take away rights.

“I think we have to play defensively in the short term, but we have to build the vehicles in the long term,” says Maria Rodriguez of the Florida Immigrant Coalition, founded in 2002. “We want to create the vehicles that can transport the ideas and get things done. It doesn’t matter if it’s local or state or federal.”

In a new gateway state, the Tennessee Immigrant and Refugee Rights Coalition (TIRRC), formed in 2001, is emerging as an important player, locally and nationally. TIRRC scored a major victory for immigrants’ rights when it won drivers’ licenses for undocumented immigrants in 2001. But three years later, a new bill was passed essentially creating a two-tier system, with drivers’ licenses

available only to citizens and lawful permanent residents and “drivers’ certificates” for others. “That bill was a turning point for many groups,” says TIRRC director David Lubell.

“Drivers’ licenses seemed such a fundamental issue across the state,” he says. “That was the point where Tennessee moved away from just being a service provision type of atmosphere into one in which groups started recognizing the need for other types of action.”

TIRRC has since gone onto numerous other legislative battles, most of them also defensive, including fighting bills to prevent undocumented immigrants from receiving any public services and one turning state officials into immigration enforcers.

Even in Illinois, a “blue” state, the effort to win drivers’ licenses for undocumented immigrants has been a long, and so far, unsuccessful struggle. Variations of a bill creating drivers’ certificates have been introduced in both houses of the state legislature, but none have passed.

“National security is still a huge concern,” says Fred Tsao, policy director of the Illinois Coalition for Immigrant and Refugee Rights (ICIRR). “There’s still a very deep ambivalence with respect to the undocumented, and what are we going to do with them. That did come out in the floor debate.”

Local Policy Battles

In addition to raising awareness of undermine immigrants’ rights, immigration coalitions must battle municipal measures



as well. Many cities have tried, for example, to restrict the rights of day laborers and use housing ordinances to evict undocumented immigrants.

For example, in Nashville last year, numerous nuisance complaints led a city council member to introduce a resolution prohibiting day laborers from soliciting work on the sidewalks. TIRCC swung into action, mobilizing day laborers and persuading the council member to seek a different solution. “It took months of work of building trust in the community to convince the day laborers to come to meetings and speak out,” Lubell says. Eventually, the council member reversed his position and withdrew his bill.

Putting a Human Face on Immigration

One of the simplest yet most powerful strategies for winning the critical battle for public opinion is to humanize the issue of immigration, something that local groups are well-positioned to do. Americans who are far removed from their own immigrant roots are more apt to buy into the anti-immigrant rhetoric if they don’t understand who immigrants are and how they are contributing to the local community.

Perhaps the best examples of this type of work emerge out of advocacy efforts for the DREAM Act and in-state tuition bills, where numerous youths have put a human face to the immigration policy debates. Their inspiring stories have moved lawmakers and the public to sympathize with the challenges faced by young immigrants and to remove barriers that prevent them from pursuing their dreams.

For example, an in-state tuition bill was easily passed in Illinois in 2003 largely because students themselves took the lead. “Some were incredibly charismatic,” says Tsao. “They put a very nice, friendly face on this whole issue.”

But Tsao is also quick to point out that the passage of the in-state tuition bill and other immigrant-friendly legislation owes a great deal to support from African-American legislators.

“African-American elected officials, from Jacqueline Collins in the State Senate to Danny Davis and Bobby Rush in Congress, have an empathy for and solidarity with other minority groups,” he says. “Their appreciation of the need for multi-racial coalition building really comes across.”

In an effort to influence public opinion in a new growth state, TIRCC launched a statewide “Welcoming Tennessee” campaign, based partly on a similar effort in Iowa, to aggressively educate residents about the contributions immigrants make to society.

“There are a lot of misconceptions about immigrants being spread by local talk

“African-American elected officials have an empathy for and solidarity with other minority groups. Their appreciation of the need for multi-racial coalition building really comes across.”

show hosts, state legislators, even the KKK,” says Lubell. “We don’t want to be playing defense forever. The campaign in Iowa really helped change the atmosphere.”

The Tennessee campaign involves training immigrants and having them travel throughout the state to meet with local groups such as churches, Rotary clubs, and chambers of commerce. Lubell says they have won over numerous allies, including local business groups, and a media plan is in the works. A key part of the education, he points out, is allowing people to meet with immigrants themselves and see that “they have similar aspirations, hopes, and dreams.”

ADDRESSING RACIAL STEREOTYPES AND BACKLASH

Immigrants from South Asia—India, Pakistan, Bangladesh, Sri Lanka, Nepal, and other countries in the region—have faced considerable challenges since the September 11, 2001 attacks. Like many Americans, South Asians were shocked by the attack, and many felt vulnerable and concerned about terrorism. But South Asians also had to deal with the backlash that followed the attack, including targeted federal surveillance and immigration enforcement policies, as well as hate crimes, from harassment and assault to murder.

Even after the initial wave of attacks subsided, South Asians continued to face suspicion and discrimination in workplaces, schools, airports, and other settings.¹¹ Immigration enforcement policies, such as the Special Registration program targeting immigrant men primarily from South Asian and Middle Eastern countries,¹² resulted in mass detention and deportation that tore many South Asian families apart.

This section highlights the work of two of the many South Asian organizations that have provided important leadership during this difficult period. Located on opposite coasts but with similar missions, both groups have demonstrated how relatively small, ethnic-based organizations play a critical role in helping newcomers respond to discrimination and unfair treatment, as well as in dispelling stereotypes and misinformation about their community.



© Vincent Pierri/Daily Herald

**South Asian American
Leaders of Tomorrow (SAALT)**
Silver Spring, Maryland
www.saalt.org

SAALT was a volunteer organization with members primarily on the East Coast at the time of the September 11th attack. But its leadership anticipated the likely backlash against South Asians and quickly formulated a response. Within weeks of the attacks, SAALT released a report entitled “American Backlash,” which compiled bias incidents during the period immediately following September 11th. The report, which was widely covered in the media, found that over 600 incidents of bias against South Asians and Arab-Americans occurred in the just the first week following the attack. These documented incidents led numerous elected officials and other leaders to quickly recognize the scale of the backlash and to take steps to address the violence.

When hate violence against South Asians continued to persist, SAALT launched a national campaign in early 2002 to raise public awareness on addressing discrimination against South Asians. A key component was a 26-minute documentary entitled “Raising Our Voices: South Asian Americans Address Hate,” along with a companion guide. Consisting of vignettes of the experiences of hate-crime survivors and the response of community activists, the film provided an important visual tool for understanding the impact of the post-September 11th backlash. The companion guide contained background information on hate crimes, demographic information on South Asian communities, and ideas for using the film for public education and action. These included specific suggestions for how local officials should monitor and respond to hate crimes, as well as taking steps to reduce their occurrence.

11. See National Asian Pacific American Legal Consortium. 2002. *Audit of Violence Against Asian Pacific Americans: Tenth Annual Report*. Washington, D.C.: National Asian Pacific American Legal Consortium.

12. See the “History of U.S. Immigration Law and Policy” section under the “Additional Resources” tab of the toolkit for more information.

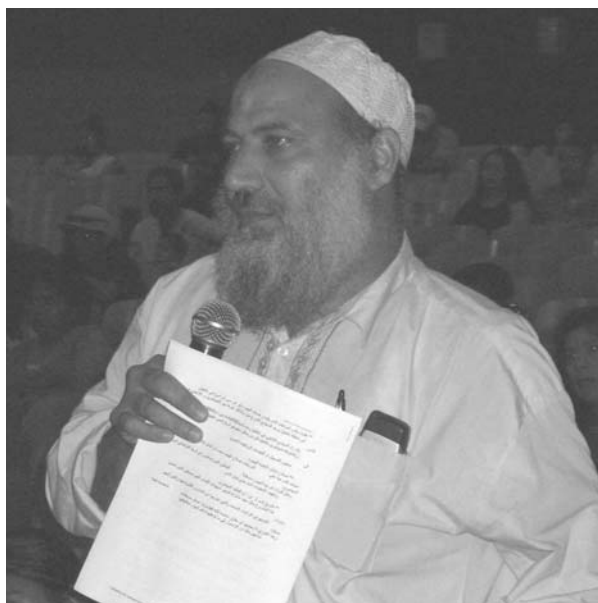
The documentary has been widely used by local South Asian community groups and has been shown in over 150 public venues to students, educators, law enforcement officials, legislators, and the general public.

SAALT has emerged as a leading South Asian civil rights group that continues to address hate crimes and discrimination issues. But with increased capacity, it has also developed projects to build coalitions among and between South Asian organizations; conduct governmental and legislative advocacy on civil and immigrant rights issues; and facilitate civic participation and leadership development through its membership and various community empowerment programs.

South Asian Network (SAN)
Artesia, California
www.southasiannetwork.org

SAN was originally founded in 1990 with the mission of promoting health, empowerment, and solidarity of South Asians in Southern California. Like SAALT, SAN also had to respond to numerous incidents involving hate crimes or discrimination in the months following September 11th. SAN engaged in broad community education both to inform local South Asians of their rights and to dispel the general public's widely held stereotypes of this community.

The challenge, according to Hamid Khan, SAN's executive director, has been to move beyond these reactive activities and "organize in an affirmative way to counter this climate of fear" in the South Asian community. "While fear can lead to isolation and fragmentation," says Khan, "there is also an opportunity for South Asians to recognize their common concerns and form coalitions among themselves and with other marginalized communities to work on shared goals and aspirations." SAN has launched a large outreach campaign to address issues affecting community members while helping these individuals become civically engaged in advocacy and organizing.



© Tennessee Immigrant & Refugee Rights Coalition

In 2004 and 2005, more than 10,000 South Asians participated or had been assisted by one or more of SAN's following programs:

- **Community outreach and education.** Through a variety of South Asian cultural, religious, social, and commercial venues, outreach and education activities inform and organize community members on issues related to immigration, detention/deportation, domestic violence, hate crime, civil liberties, employment and housing rights, police abuse, and preventive health.

- **Services and advocacy.** SAN provides counseling, legal advocacy, and health care services and referrals to assist victims of hate crime, consumer fraud, housing and employment discrimination, and domestic violence.

- **Community mapping.** San utilizes this tool to assess the South Asian community's needs and to organize community members to speak out and address their self-identified issues.

- **Organizing and advocacy for tenants' and workers' rights.** This work addresses issues affecting renters, taxi workers, gas station attendants, and domestic workers.

- **Cultural sensitivity trainings.** The trains target government and service providers, including law enforcement and first responders, to improve their understanding of the South Asian community and address racial profiling and stereotypes.

- **Creation and facilitation of support groups.** These groups are for domestic violence survivors who are actively engaged in educating their communities about the rights of abused women and defying cultural norms and values that limit women's options.

Although not always related to addressing racial stereotypes and backlash, these affirmative activities have empowered a growing number of South Asians to speak up, participate in community advocacy, and interact with other community members, reducing the potential isolation experienced by South Asian immigrants. These collaborative efforts will strengthen relationships with other communities that can help South Asians challenge and overcome unfair or discriminatory treatment in the long run.

While fear can lead to isolation and fragmentation, there is also an opportunity for South Asians to recognize their common concerns and form coalitions among themselves and with other marginalized communities to work on shared goals and aspirations.


EVALUATION

Equal treatment and opportunity in areas such as education, health care, employment, and housing, among many others are critical to immigrant integration. Evaluation of programs that promote equal treatment and opportunity should focus on the

outputs and outcomes shown in the figure. Note, however, that indicators of these outputs and outcomes should be tailored to the specific issue for which equal treatment and opportunity is required (e.g., tenant rights, worker rights, access to the courts).

OUTPUTS


- Creation of advocacy organizations or development of capacity in existing efforts.
- Hiring of staff and/or consultants with relevant expertise (e.g., legal, community organizing, advocacy).
- Active engagement of immigrants and native-born in specific campaigns.
- Identification and mobilization of related networks and resources.
- Culturally sensitive trainings of local officials and representatives.
- Development and public dissemination of accurate and credible knowledge on policy matters relating to integration.
- Strategic legislative campaigns, organizing efforts, impact litigation cases, and other advocacy initiatives.



These outputs help bring about the outcomes, and as the outcomes occur, these outputs also become more widespread.

OUTCOMES

- Increased awareness and assertion of rights among immigrants.
- Increased collaborative among immigrants and native-born allies around common advocacy issues.
- Increased awareness and knowledge of opinion leaders about issues affecting immigrant integration.
- Increased dialogues about immigrant integration in the public arena.
- Increased multi-sector task forces and advocacy efforts.
- Increased public support for policies promoting immigrant integration.
- Identification and/or consolidation of resources for supporting immigrant integration.
- Introduction and passage of supportive legislative and administrative policies.
- Expanded access to resources and opportunities for immigrants.



These outcomes encourage integration, and as integration gradually occurs, these outcomes will also become more widespread.

IMMIGRANT INTEGRATION

There are several ways to tell if the outcomes have occurred, such as:

- Percent of immigrants who understand and have asserted their rights (e.g., percent of immigrant employees who know how to file a complaint if discriminated against, or who have participated in an advocacy campaign).
- Number and effectiveness of organizations advocating on behalf of immigrants, including ability to engage immigrants actively in

advocacy, capacity to build coalitions and multi-sector and multiracial alliances, strong public communications ability, and capacity to build alliances with organizations and elected representatives not typically interested in or supportive of immigrant-related issues.

- Review of media coverage on the issue (e.g., placement of article in the newspaper, tone of the article, i.e., positive, negative, or neutral response to the issue).

- Amount of private and public funds allocated to efforts that promote immigrant integration opportunities.

- Number of votes for a proposed local or state legislation related to immigrant integration.

- Number, quality, and reach of policies passed that promote equal-opportunity treatment and immigrant integration.

Promising Practices in Social and Cultural Interaction

“Social and cultural interaction between immigrants and established residents creates the cross-cultural understanding that helps all community members gain a level of comfort with one another and widens their appreciation for all cultures. It shifts everyone’s attention to commonalities that can unite, rather than differences that can divide. This is especially important for improving the relationship between immigrants and African-Americans, two communities often pitted against one another in the perceived and real competition for jobs and other resources.”

— Sandra Smith

Community Research and Grants Management Officer
The Columbus Foundation, Columbus, Ohio

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INTRODUCTION

Our nation of immigrants has always been a culture of many cultures. The two-way integration process, in which the cultures of newcomers are valued as they learn the traditions of their adopted country, is not one of dilution or loss but one that enriches the fabric of the receiving society.

Culture plays a significant role in defining our identity and worldview. For newcomers, culture is the primary frame that shapes their interaction with other newcomers and with established residents in their new community. This interaction can occur anywhere and everywhere, such as the park, community center, school, and grocery store. However, such interaction will not likely happen or be meaningful without programs that intentionally bring people from different cultural backgrounds together.

This section highlights diverse approaches that promote social and cultural interaction. These approaches share many features that help lay the groundwork for building mutual understanding and trust across cultures, including opportunities for people from different backgrounds to:

- **Share accurate information about the cultures involved.** Accurate information, combined with frank discussions, can eliminate misunderstanding and misperceptions that create barriers to integration and community building.

- **Get to know one another as individuals.** Over time, such human connection is highly effective at breaking down harmful stereotypes about particular ethnic/racial groups or cultures.

- **Raise questions, share concerns, and engage in a dialogue.** Ongoing honesty and candidness, though sometimes difficult, are critical to creating authentic relationships. Concerns about immigration, race, and other tough issues should be addressed head-on.

- **Build on the commonalities, but address the differences.** The focus should be on helping participants identify shared interests and create shared experiences. At the same time, there should always be willingness to constructively address differences that arise along the way.

- **Establish trust and work together on common issues.** Effective programs not only help build trust over time but also help participants find common ground. The goal should be to engage stakeholders in joint problem solving and other efforts to strengthen the overall community.

Whether people are sharing stories, making art, or viewing performances or exhibits, these programmatic features are essential to facilitating meaningful interaction and exchange. Well-developed programs, over time, can lead to outcomes such as improved understanding and trust across cultures, reduced prejudices and misperceptions, formation of cross-cultural relationships, and collective action on communitywide issues.

The case-study examples in this section—ranging from something as simple and accessible as a community garden to major multi-year festivals and multi-million-dollar museums—incorporate many of the programmatic features outlined above. By bringing together immigrants and native-born, they serve as powerful vehicles to integrate newcomers into the social and cultural fabric of their communities. Foundations looking for integration opportunities in which to invest should consider projects that promote cross-cultural interaction and exchange as a promising pathway to successful immigrant integration.



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PORTALS IN THE TWO-WAY PROCESS

THE ROLE OF MUSEUMS IN IMMIGRANT INTEGRATION

www.tenement.org
www.cambodian-association.org
www.theaanm.org

In 1863, Lucas Glockner invested \$8,000 to build a tenement on a single-family lot in Lower Manhattan's East Side. He moved into one of the apartments with his family, and over the next 72 years, some 7,000 newcomers to America did the same, immigrants from 20 countries.

Since 1988, when Glockner's former home at 97 Orchard Street became the Lower East Side Tenement Museum, the stories of many of these new Americans have been brought back to life in the same tiny apartments they once occupied.

When her husband Julius left for work one morning and never returned, Nathalie Gumpertz, a Jewish immigrant from Prussia, bought a sewing machine and ended up supporting three daughters by making dresses for neighbors. The Rogharshevsky family from Lithuania filled their three rooms with their six children—girls bedded in the kitchen, boys on the front couch—while father Abraham worked until his death from tuberculosis as a presser in a garment shop. The Sicilian Baldizzi family weathered the Great Depression at 97 Orchard: Adolfo, who had been a fine woodworker in Italy, walked the streets with his toolbox in search of odd jobs.

PROMOTING TOLERANCE AND A HISTORICAL PERSPECTIVE

The Museum has documented such details for 1,300 former residents of the tenement, bringing their stories to hundreds of thousands of visitors annually—both on site and online. Authentically decorated apartments—the look, the lighting, the clothing, even the smells—help highly trained docent educators to humanize this American narrative, pursuing the Museum's mission "to promote tolerance and historical perspective through the presentation of the variety of immigrant and migrant experiences on Manhattan's Lower East Side, a gateway to America."

Tolerance and historical perspective are promoted by many other Museum programs. Current immigrants learn English in classes that use memoirs, diaries, and letters of earlier newcomers; graduates develop guides for other participants. Native-born audience members are invited to tell the stories of their immigrant ancestors to improvisational actors, who turn anecdotes into on-the-spot theater presentations. Collaborations with other institutions engage immigrant youth in writing and performing original plays and offer training in the museum profession for immigrant adults. The Lower East Side Community Preservation Project, launched by the Museum, brings together diverse residents to select, preserve, and interpret local historic sites.



Rogharshevsky kitchen with a view of the parlor, Tenement Museum

© Alan Batt



95 Orchard, Tenement Museum

HEALING, CELEBRATION, AND THE CROSSING OF CULTURES

The Tenement Museum is a portal in the two-way process of immigrant integration, bringing the newly arrived together with native-born descendants of the once newly arrived, animating their common heritage, fostering dialogue and interaction. Guided by the vision of Ruth J. Abram, its founder and president, the Museum has played a leading role in the development of such civic consciousness in ethnic museums around the United States.



Killing Fields Memorial, Cambodian American Heritage Museum

"Museum science has changed because of Ruth Abram," says Sunny Fischer, executive director of the Chicago-based Richard H. Driehaus Foundation. Fischer visited the Tenement Museum during a Ford Foundation event on the International Coalition of Historic Site Museums of Conscience. "The power of the place was palpable," she says. "People actually lived here. The funder in me saw the intelligence, the smartness of connecting history to what is happening today."

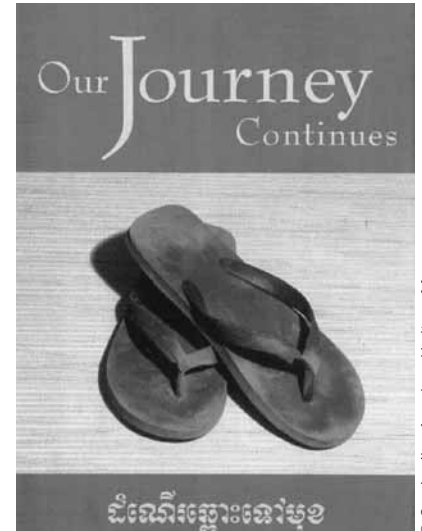
Fischer invited Abram, who has since become a friend, to speak to Chicago funders. One of the many initiatives that got a boost from the example of the Tenement Museum was Chicago's Cambodian American Heritage Museum and Killing Fields Memorial, a project of the Cambodian Association of Illinois. The first in the United States, the Cambodian American Heritage Museum offers cultural exhibits, arts events, and a curriculum to teach high-school students about Cambodian-American history and culture. Its Killing Fields Memorial, a cathartic act of communal healing, will eventually inscribe on 80 glass columns the names of as many as 4,000 Cambodian genocide victims, all relatives of the Cambodian families who have resettled in the Chicago area.

"A people who forget the past and who don't take account of their history cannot build a future," says a prominent Cambodian leader.

Cambodian-American refugees in Chicago are building a future by bearing witness to the stories of their horrors, sharing those stories with the wider community.

The pride engendered in the Cambodian American community through its fundraising efforts has been accompanied by an extraordinary connection with Chicago's Jewish community. "This was a product of a community trying to coalesce and deal with its own issues," says Nikki Stein, executive director of the Polk Bros. Foundation. "But a number of Jewish families and foundations participated... you just can't look at the Cambodian community and not see your own."

The cross-cultural connection goes back 30 years to the Jewish Federation's resettlement help with newly arrived Cambodian refugees. The relationship blossomed as fundraising for the museum got underway. As Kompha Seth, executive director of the Cambodian Association of Illinois, recalls, "I said I only had \$300 in the bank. And a Jewish donor gave me a \$5,000 challenge grant that started the building fund, and within two weeks, we had \$30,000." Some 70 percent of the multimillion dollar Campaign for Hope and Renewal came from the Jewish community.¹



PREJUDICE AND PRIDE, DISTINCTION AND LOYALTY

Ethnic museums have opened all across the United States from California to Connecticut, including seven in Chicago, 25 in New York City, three in Detroit. The newest Detroit entry, opened in 2005 and also a first in the nation, is the Arab American National Museum, developed by the Arab Community Center for Economic and Social Services (ACCESS) in Dearborn, Michigan.

Similar pride in accomplishment, and similar story telling to cross-cultural barriers, have accompanied this opening. Since September 2001, the public

1. Kushner, Aviya. 2005. "Donors Open Pockets for a Cambodian Museum." *Forward*, January 7.

narrative about Arab Americans has been considerably distorted by stereotyping and prejudice. The Museum's aim is to tell the true and quite diverse story of the accomplishments and contributions of immigrants to America from Arab countries. The \$16-million campaign, which was accompanied by a six-month process in which a planning team gathered ideas from Arab-American communities, created 38,500 square feet of exhibits, classroom space, auditorium, and library.

Exhibits at the Arab American National Museum display the cultural contributions of Arab nations throughout history, from the everyday life of Arab Americans to the work of famous politicians. In the words of New York Times critic Edward Rothstein, "like other museums of American hyphenation," it is "at once an assertion of difference and belonging, a declaration of distinction and of loyalty."²

"The Arab American National Museum is a door opener for southeast Michigan and the world," adds Brenda G. Price, community liaison program officer at the John S. and James L. Knight Foundation. "It offers insight into the Arab culture, its integration into American culture, and the valuable contributions made by members of the Arab community over many generations. The Museum is a testament to the diversity in this country, and the contributions made by immigrants who continue to arrive on this soil."

The dynamic integration process that weaves America's receiving society with its newcomer population incorporates the difference, the belonging, the distinction, the loyalty. The country's many ethnic and immigrant museums—portals in the two-way process—model integration as they enhance it. As the Arab



© Arab American National Museum

Arts program at the Arab American National Museum

American National Museum humanizes "American hyphenation" in a war-on-terror America in which the "other" can be so readily demonized, the Tenement Museum reminds us that one way to combat dehumanization is to acknowledge the hyphen in us all.

One of those who died on September 11 at the World Trade Center was Frank Reisman, a great-great-grandson of Nathalie Gumpertz, the woman who turned to dressmaking when her husband disappeared on the Lower East Side in 1874. As part of the memorial to the family that started its American journey at 97 Orchard Street, Mr. Reisman's story has been incorporated into the Tenement Museum's Gumpertz tour.

In the words of the Driehaus Foundation's Sunny Fischer, "How can one help but be moved."

"The Museum is a testament to the diversity in this country, and the contributions made by immigrants who continue to arrive on this soil."

DVD

**Watch the DVD
Mohammad:
Legacy of a Prophet:
The Bazy Family**

Some young second-generation immigrants are questioning the "assimilation" of their parents, opting to openly embrace their religious or ethnic identities. Watch what happens when a concerned father learns that his teenaged daughter has decided to don the traditional hijab.

2. Rothstein, Edward. 2006. "A Mosaic of Arab Culture at Home in America." *The New York Times*, October 24.

CREATING GREATER AWARENESS OF "INVISIBLE" COMMUNITIES

THE CENTRAL INDIANA COMMUNITY FOUNDATION

www.cicf.org

What makes a community great is the ability to embrace everyone and give them the opportunities to share the gifts, talents, and treasures they bring to enrich and strengthen our community."

Ralph Taylor, program officer at the Central Indiana Community Foundation (CICF), is passionate about this belief. In 2002, he launched the Sam H. Jones Creating Greater Awareness Forum to highlight "the issues, challenges, and concerns of the invisible/shadow populations living in the greater Indianapolis area."

Asked why he uses the term "invisible" to describe newcomer and Native American communities, Taylor explains: "They are here, but they aren't seen or included. For the most part, discussions are about blacks and whites. Other people who make up our communities are not part of the conversation—and they need to be. The conversation should not take place after a group reaches a certain population size, as is usually the case."

This inclusive vision drives Taylor's work and the work of the Central Indiana Community Foundation. "Promoting inclusiveness and engaging community members in ongoing dialogues is central to one of our foundation's vision priorities—Embrace Inclusiveness," says Taylor.

Since 2002, the Forum has brought more than 500 community members together to learn about the Asian, African, Native American, West Indian, and Arab communities. This year, the focus will be on the eastern and central European community.



© Central Indiana
Community Foundation

"I don't view myself as a leader. I view myself as a concerned individual who wants to make a positive difference in his community. Too many times, we label people and put a tag on them, but in many instances that's not helpful. From my perspective, you either care about people or you don't. I believe that communities are only as strong as their ability to embrace people from various walks of life. We should focus on opportunities to bring communities together, not keep them apart."

**—Ralph Taylor, Program Officer
Central Indiana Community
Foundation
Indianapolis, Indiana**

In bringing together people from many backgrounds, the Forum has facilitated cross-cultural interaction, collaboration, and integration among Indianapolis' diverse communities. Asians have invited Native Americans and African-Americans to participate in their events. African and West Indian leaders have begun working on a joint venture to provide services to their communities. Individuals from newcomer communities have been asked to speak to mainstream civic organizations about issues and concerns facing their communities.

"As a result of our work and partnership with the International Center of Indianapolis," says Taylor, "the majority community has become aware that Native Americans do exist in Indiana and that our ethnic make-up is rapidly changing."

"The success of the Forum," Taylor adds, "has helped CICF establish trust and build relationships with diverse communities and a reputation as an immigrant-friendly foundation."

The Foundation is working hard to live up to that reputation. After the first Forum in 2002, CICF created the Creating Greater Awareness Communication Network to reach out to newcomer communities which are often not in the "information loop." This electric network provides 400 some individuals with valuable information—from job postings and volunteer opportunities to upcoming cultural events and funding opportunities.

Last year, CICF also launched the Uncommon Common Ground series, a spin-off of the Forum. "We started this series to address issues and concerns that tend to be the same for the new-comer communities, such as lack of knowledge about foundations, civic integration, and civil rights," Taylor explains. The two programs in 2006 will focus on immigrants and refugee awareness and the Sikh community.

Bringing community members together to increase awareness and eliminate stereotypes and distrust is a central goal for the Creating Greater Awareness Forum. It is a goal to which Taylor is personally committed.

"I realize that the groups I've been working with probably have negative views of African-American males. I think I may have changed their perceptions about me individually," Taylor reflects. "But people will change their perceptions about whole groups only if they are intentional about getting to know others beyond casual contact during business hours. My acceptance by other communities is not necessarily indicative of how they view other African-Americans, but my hope is that all of us can take the time to get to know people and make a positive difference."



© Central Indiana Community Foundation

Indiana is one of the many states that have experienced a significant growth of the immigrant population over the past 15 years. The 2000 census counted nearly 200,000 immigrants, who made up about three percent of the state's total population.

In the 1990s, census figures show that Indianapolis experienced a 160 percent increase in its immigrant population, and the foreign-born accounted for 44 percent of the city's overall population growth.

According to the U.S. Citizenship and Immigration Services, nearly half of the foreign-born in Indianapolis comes from Latin America, but Europe and Asia are also important source regions. Mexico, India, Germany, China, United Kingdom, Vietnam, Philippines, Korea, Canada, and El Salvador are the top-ten countries of origin for Indianapolis' foreign-born residents.

Today, figures from the Indiana Department of Education indicate that 214 languages are represented in Indiana public schools and 129 languages other than English are spoken in homes of Indianapolis public school students.

BUILDING BRIDGES BETWEEN AFRICANS AND AFRICAN- AMERICANS

THE KIACA GALLERY OF
COLUMBUS, OHIO

www.kiaca.org

DVD

Watch the DVD Maid in America: Intergroup Relations

Meet a dedicated nanny who has worked in several African-American households since immigrating to this country. Hear from the African-American couple she now works for as they poignantly recount their own family's working-class beginnings and see parallels in today's immigrant experience.

Three years ago, Bamazi Talle arrived in Columbus, Ohio and embarked upon his dream of sharing contemporary African art in America by establishing the KIACA (Kaybe Impact African Contemporary Art) Gallery.

An artist originally from Togo, Talle came to New York City in 1995 with \$185 in his pocket and lack of legal immigration status. Three years later, he got married, obtained a green card, and started a family. After completing a Master's in Fine Arts in painting from the New York Academy of Art, Talle left the bustling metropolis for Columbus so that he and his then-wife could raise their two children in a quieter environment.

Columbus may seem an unusual destination for an African immigrant and his family, but in the 1990s, according to the U.S. Census, this metropolitan area saw a 100 percent increase in its foreign-born population. African immigrants, by local estimates, now number around 30,000. Immigrants, overall, account for more than nine percent of the total population.

Talle started the KIACA Gallery primarily to help bridge Africans and African-Americans and build a platform for the appreciation of contemporary African art. Although most of the world knows of only traditional African art, Talle hopes to acquaint the community with modern work produced by African artists as well as the "transaction between the traditional and contemporary."

"Traditional art is for purposes of culture, not for beauty. Statues were for religion; masks were for rituals. Today, people see Africa, and they only see AIDS and war. They have no idea that we paint and create in the contemporary," Talle explains.

This lack of knowledge regarding contemporary African art has resulted in great difficulty for Africans to showcase their art, and the KIACA Gallery serves to provide such artists with the chance to share their artistic and cultural talents with their new community.

Indeed, this goal is reflected in the very name of the gallery: "Kaybe" is the name of a West African ethnic group famed for growing crops in unfriendly, mountainous terrain by building a wall that supports a level planting field. Talle envisions KIACA as this metaphorical wall that will help African immigrant and refugee artists thrive and gain widespread appreciation of their work in the United States.

The gallery displays Talle's personal work, which he describes as both traditional and contemporary with strong cultural undertones. A key recurring image in his art is the woman form, depicted to emphasize the importance of women in African society. Other artists from countries such as Nigeria, Cameroon, Ghana, and Senegal are also exhibited in the gallery.

While the KIACA Gallery serves to share contemporary African art with the entire community, Talle has a special interest in helping Africans and African-Americans connect. This is especially important in a city like Columbus where competition over jobs and other resources, along with cultural and social differences, has created some tensions.

"Africans aren't warmly welcomed by the African-Americans here. There's no discussion; it's like we are two separate peoples," Talle observes. "I want to use art as a tool to bridge Africans and African-Americans."

To this end, Talle ensures that there is also work by at least one African-American artist at each show in addition to that of the featured African artists.



© KIACA Gallery

"When these artists come in, they start supporting each other, mingling, and communicating. This way they have a chance to talk and try to understand each other," Talle explains.

In addition to showing art, the gallery gives back to the broader community through weekly art classes for children who have experienced drug and alcohol abuse. Other classes focusing on traditional and contemporary African art, taught by Talle and a few volunteers, are offered to both adults and children.

"KIACA also reaches out to young people from various cultures, allowing them to explore their perceptions and perspectives," says Sandra Smith, a community research and grants management officer at The Columbus Foundation. "Being surrounded by art and artists from different ethnicities, cultures, and continents is important to their gaining a comfort level with people who are different. It widens their appreciation for all cultures."

With plenty of local coverage and visitors, the gallery has successfully achieved its original goal and is now a prominent landmark on Columbus' art and cultural landscape. Still, Talle has ambitious plans for growth: He would like to see this gallery grow into a museum that has a permanent exhibition and a number of educational opportunities such as seminars and lectures.

When he first dreamt of this gallery, Bamazi invested all his savings to make it a reality. During its first three years, KIACA was entirely funded by Talle's savings and income from selling his pieces. "Even now, any time I sell my art, all the money just goes to the gallery. I really, really believe in what we are doing to make our art known and documented," Talle asserts.

However, as the gallery has expanded, so too has the funding. The Capacity Building Initiative: Immigrant and Refugee Organizations, a collaborative of eight local funding entities, contributed a two-year grant of \$20,000 to help the gallery strengthen its effectiveness.



Bamazi Talle

"KIACA is a wonderful cultural asset to the Columbus community," says Rachel McIntosh, project director of the funding collaborative. "It is a resource that can help those concerned with rapidly changing demographics understand the significant contributions that immigrants and refugees can make to enrich our community."

The Greater Columbus Art Council granted \$2,000 for a showcase featuring

the work of a Somali photographer who spent a year documenting the lives of several Somali refugees who had just arrived in America after spending 15 years in refugee camps in Africa. The exhibit aims to increase community understanding of the refugee experience.

The Columbus Foundation also made a \$1,700 grant to KIACA, specifically for its commitment to art for people of color and to providing access to art and culture for the overall community, according to Smith.

Smith stresses the unique opportunities that this gallery presents: "I think this gallery is a tool for promoting immigrant integration and cross-cultural understanding. It can be a social opportunity, an opportunity to examine various cultures. It is an opportunity for people to come together not around any specific issues, but in a very relaxed environment. People come to this gallery to really explore their curiosity and share their perspectives, which is different than people gathering because of a crisis, when tensions are high."

FUNDERS IN COLUMBUS, OHIO RESPOND TO DEMOGRAPHIC CHANGE

The Capacity Building Initiative: Immigrant and Refugee Organizations (CBI) was established to build the effectiveness of the growing number of organizations founded and led by immigrants and refugees to serve their communities. This two-year funding collaborative provides grants, training, and technical assistance to grantee organizations.

With leadership from The Columbus Foundation, local funders, in 2003, began discussing the needs of newcomer organizations and how they can respond. CBI was formed in 2005, after raising more than \$800,000 from six local public and private sources: Columbus Medical Association Foundation, City of Columbus Community Relations Commission, Fifth Third Bank, Franklin County Board of Commissioners, The Columbus Foundation, and United Way of Central Ohio, which houses CBI. In addition to these funding partners, Ohio State Bar Foundation and a number of community representatives serve on the CBI steering committee.

KIACA Gallery is among nine organizations participating in CBI; these groups provide a wide array of services to help newcomers from Latin America, Africa, and Asia establish a social and economic foothold and integrate into their new community.

CREATING COMMUNITY ACROSS CULTURES

THE POWER OF PERSONAL NARRATIVES

by Amy E. Skillman

Institute for Cultural Partnerships

www.culturalpartnerships.org

WAn unlikely group of women sit comfortably in chairs around the rehearsal studio of a local theater. For several months they have been gathering regularly to share stories and create a performance piece about their experiences of coming to America from Vietnam, Colombia, China, India, Ecuador, Guinea, Cambodia, Turkey, and Trinidad. What brings them together now is their struggle to make a new life and their desire to share their stories with new neighbors in central Pennsylvania.

The artistic director jumps up and says, "Okay, I am going to leave the room and I want you to create the Statue of Liberty with your bodies." The women discuss how to do this. Should they stand side by side, each one in the pose of the Lady? Or, can they create a single living statue using all of their bodies together?

After short deliberations and a few practices, they take their positions and call the director back into the room. She walks through the door and stops in her tracks, hand to her mouth, a single breath caught in her throat. Tears fill her eyes as she begins to understand what Lady Liberty means to these women.

This camaraderie wasn't always there. While the play was created and staged in a mere six months, the trust and community that made the play so successful were four years in the making.

Since 1992, over 30,000 refugees and immigrants have made Pennsylvania their home, resulting in dramatic demographic shifts. Unfortunately, these changes have given rise to unprecedented levels of prejudice and hate crimes. It is hard to hear newcomers talk about the prejudice, misunderstanding, and stereotyping they face here after many had made such difficult journeys to escape that very experience in their homelands.

At the Institute for Cultural Partnerships (ICP), we believe that attention to newcomers' stories and traditions might ease their resettlement and build better awareness and tolerance among the general public. To that end, I sought refugee and immigrant women to collaborate on a project with ICP and found a perfect partner in the Pennsylvania Immigrant and Refugee Women's Network (PAIRWN).

Led by Ho-Thanh Nguyen, herself a Vietnamese refugee, PAIRWN works with refugee women to develop leadership skills, self-confidence, and fellowship to help one another make a successful transition to a new life. Since 2001, ICP and PAIRWN have worked closely together on many projects. The first, a cookbook, gathered over 100 recipes as well as stories from each contributor about the meaning of food in her life and family.



© Institute for Cultural Partnerships



The interest in stories associated with food paved the way for the Story Circle Project.

Around 30 women with a diverse range of experiences, histories, and cultures participated in individual interviews, and many also attended monthly Story Circles where they had the opportunity

to practice their English and share common experiences.

"This project is making me feel important for the first time since arriving in the U.S. two years ago."

Each month, we picked a topic, including the role of women in community life and the changing roles of women in diaspora; the ways women recreate their material culture and artistic traditions in a new world; their experiences of emigration and resettlement; and their perspectives on diversity in Pennsylvania. One story led to another, as this circle of women drew closer in friendship and understanding. Eventually, we invited a

licensed therapist to be on hand at each meeting to handle any especially difficult situations that might arise when the women talk about leaving their homeland, facing prejudice in the workplace, or losing control of their children.

As the women read transcripts of each other's interviews, they identified important themes and explored how best to present what they were learning. A curator, filmmaker, and theater educator offered recommendations about how the stories might be presented in their respective media. The women became particularly excited about doing an exhibit and a theater piece—so we did both!

The women titled the exhibit, "Our Voices: Refugee and Immigrant Women Tell Their Stories." The exhibit opened at the State Museum of Pennsylvania on September 11, 2005—a date whose significance was not lost on these women. Blending artistic sensibilities, oral history, and ethnographic perspectives, *Our Voices* offered an understanding of the ways that refugee and immigrant women have rebuilt their lives in Pennsylvania. The exhibit put a face on newcomers through their stories, which drew on several themes:

- **Humor:** especially stories about language and confusing behavior patterns.
- **Acculturation:** getting used to the way that Americans do things.
- **Personal transformation:** adjusting to changing roles as women.



- **Courage:** overcoming incredible barriers in order to escape terror.
- **Motherhood:** having babies without the usual extended family to help out, becoming invisible in their children's lives.
- **The act of leaving everything behind:** the things they miss most.

An artistic quality portrait photograph complemented each woman's story. A case of personal artifacts (e.g., a mother's rosary, a cookbook, a family photograph) made a powerful statement about what was most important in these women's lives. There was a circle of chairs, each one hand-painted by the women with motifs and colors that she selected. A twenty-foot-long, life-sized group photograph hung along one wall with a quote from one of the participants overhead: "Even from all our diverse backgrounds, we still find it easy to sit down woman to woman and just talk to each other." The women's real voices were brought into the room through a DVD, capturing the feel of the Story Circles. More than 750 people attended the opening.

At the same time, we worked together on a script for the performance while taking diction and improvisation workshops with a theater educator. Those who chose not to act learned sound, lighting, and stage management. Story Circle: Coming to America in the 21st Century re-created the Story Circle setting with women sitting around a table talking. Through music, movement, visual art, and spoken word, Story Circle dramatized the courage, heartbreak, and dreams of immigrant and refugee women. Created and performed by the women themselves, the play depicted the challenges and triumphs that newcomers to America have conquered and celebrated. Story Circle was presented for three nights to sold-out audiences as part of the local community theater's WomenSpeak celebration of women playwrights and women-centered theater, and again six months later to accompany the exhibit.

The play and the curatorial process of creating an exhibit together provided a safe place for participants to practice their English and struggle with ways to



© Institute for Cultural Partnerships

present their feelings. They understand the challenges of expressing important ideas in a second language and often help each other find the right words. During a planning meeting, one woman helped me understand when she said, "This project is making me feel important for the first time since arriving in the U.S. two years ago."

The Story Circles have created an almost sacred space where these women, who have to hold back in all other aspects of their lives, can say what is on their minds to other women who understand, who share the experience. Whether refugees or immigrants, they have mourned their losses together, laughed at their mistakes, and shared ideas for dealing with insensitive attitudes in others. They have created new traditions and a new sense of community. Some have said that the PAIRWN community is even more important to them than their national or ethnic community. The daughter of one of the women in the play told us that the play "...saved my mother's life, at a time when she was struggling every day just to get out of bed."

This project has been about much more than the exhibit or the play. It has also been about the process of telling stories to understand one's own experience and translating personal narratives into powerful tools for social and personal change.

DVD

Watch the DVD The New Americans: Support Networks

Social networks are a foundation of immigrant integration, but that doesn't mean that they always need to be constructed. Drop in on an impromptu meeting and a surprise party as co-workers celebrate success and new beginnings.

GROWING COMMUNITY ROOTS

THE BOISE REFUGEE COMMUNITY GARDEN PROJECT

[www.mtnstatesgroup.org/
community](http://www.mtnstatesgroup.org/community)



© Diane Ronayne Photography, Boise

Corn, cabbage, tomato, squash, pepper, and onion. These are essential ingredients to integrate refugees into community life, according to the Boise Refugee Community Garden Project.

Launched in 2004, the Boise Refugee Community Garden Project views community gardens as a way to reduce isolation, teach English skills, and improve the physical and mental health of refugee seniors. This collaborative effort involves four refugee-serving organizations: the Idaho Office of Refugees, Agency for New Americans, English Language Center, and World Relief.

Now in its third season, the project supports two organic gardens, with a third in the works. The gardens serve 40 intergenerational refugee families, including members from Afghanistan, Somalia, Liberia, Ukraine, Bosnia, and Sudan. None of the participants would otherwise have the opportunity to garden, as all live in apartments.

Without existing community gardens in Boise to serve as a model, the four partner organizations had to work from scratch. But other community institutions quickly stepped in to lend support. The Ahavath Beth Israel Congregation and the Girl Scouts of the Silver Sage donated the use of the land. More than 60 volunteers came on board, doing everything from providing gardening advice to repairing the irrigation system.

In its first year, the project received cash and in-kind donations totaling over \$7,000 from the Retired Senior Volunteer Program, local agribusinesses, building contractors, greenhouses, schools, and master gardeners.

With this strong and diverse community support—including grants from Fund for Idaho, Edwards Mother Earth Foundation, and Rotary—the Boise Refugee Community Garden Project was able to hire a part-time coordinator to oversee the gardens. But getting monetary and community support turned out to be easier than dealing with Mother Nature.

"The most difficult challenges we faced were related to soil, water, and weeds," recalls Patty Haller, assistant director of the Idaho Office for Refugees. "As refugee service agencies, we don't have expertise in this area. The need for manual labor and materials to maintain the garden spaces consumed a great deal of time and energy as well."

Reflecting back on the planning process, Haller says, "Both the challenges and the benefits of community gardens far exceeded our original understanding." The challenges turned out to be "a major unforeseen benefit," creating an opportunity to involve other community stakeholders.

Another challenge was adapting the refugees, many of whom had gardened or farmed in their home country, to local crops, climate, and soil conditions. During the first season, many of the crops went to waste on the vine, since the refugees were unfamiliar with the plant varieties. By the third season, however, they were comfortable enough to request vegetables from their home country. Now, gardeners take leadership in organizing work days, garden improvement projects, and celebrations.

The gardens are reaping considerable benefits for the refugee participants. Many spend hours each day in the garden, working in their plots but also socializing, knitting, crocheting, sharing food, and reading in the shade. Others work in the garden with their entire family, strengthening bonds among children, parents, grandparents. Many gardeners share the fruits of their labor with other refugee families, often bringing bags and boxes of produce to the English Language Center for distribution.

While the mental health benefits of gardening are well-documented in research, the degree to which these benefits were realized by the refugee gardeners surprised the partner organizations.

"The gardeners truly blossomed with their plants," says Haller. "People who complained daily of ailments and expressed little hope for the future became lively, strong, hopeful, and even outgoing."

When asked about their garden experience, the gardeners express the importance of the gardens to them, focusing on friendships, fresh air, hope, beauty, tradition, and the importance of connecting to the land. They talk about life before they were refugees. They talk about regaining a sense of control in their lives. And they share their expertise—be it composting, hose-repair, or gardening tips—with their fellow gardeners, each eager to learn from others.

Aliya Ghafar-Khan from Afghanistan echoes the sentiments of many, “The time in the garden is as important as the vegetables.”

When staff of the partner organizations talk about the benefits of the gardens, they mention the gardeners’ newfound and greater willingness to speak English, to use the bus system, to attend other events and activities, and to mentor more timid refugees. They say the gardens have provided them an opportunity to relate to the refugees on a new level and to learn about the refugees’ interests, traditions, and cultural perspectives. The power of being viewed as “gardener” rather than “refugee” is very strong, they point out, both in terms of how the gardeners see themselves and how the community sees them.

“Bantu individuals and families were initially very reluctant to discuss or participate in promoting or preserving their culture. The phrase ‘we left that behind when we came to America’ was heard frequently in English classes. Now that phrase has been replaced by an excitement and pride in being Bantu,” says Steve Rainey, director of the English

Language Center. “I believe that gardening has played a significant role as an expression that Bantu culture is valued here.”

Yet, the community gardens are not just a source of pride for the refugees—members of the Boise community are also enthusiastic.

“The garden adds so much color and life to our neighborhood!” says one long-time Boise resident and neighbor to the project. “The gardeners give me a friendly smile whenever I walk past and I think to myself, what a great place to live.”

“I don’t think any of us could have envisioned the reward, each day, of driving onto our site and seeing plants growing and families laboring together in what was once bare soil,” says Sherrill Livingston, a member of the Ahavath Beth Israel Congregation which sponsors one of the gardens.

But more importantly, she adds, “The garden has been a tool for teaching. The children participated in a Jewish nature camp... The teens built raised beds for senior and handicapped gardeners. Synagogue members joined community work days to help refugees till the soil. Even into the winter, we have begun a tutoring program with the refugees. Each part of the congregation, from day camp to senior volunteers, has benefited from working the soil with and welcoming these new Americans.”

The gardens have given the refugees an opportunity to reach out to the larger Boise community. The gardeners regularly speak at meetings and conferences, educating community members about refugees while building their own leadership skills. With heightened awareness, community organizations and individuals have stepped forward to offer valuable resources to assist refugee families, including tutoring, access to Girl Scout camps, internships at commercial organic gardens, and opportunities to participate in community cultural events. Local funders have also expressed interest in helping to fund the gardens and other refugee projects.

“The refugee garden project has helped to promote mutual understanding among refugees and between refugees and the broader community,” says Haller.



© Idaho Office of Refugees

“People in Boise now view refugees as multi-dimensional individuals who have needs but who also make an important contribution to the quality of life in our community.”

Inspired by the Boise Refugee Community Garden Project, Community Gardens of Boise was established in 2005 through a grant to the Idaho Office for Refugees. This new endeavor aims to expand the availability of community gardens to low-income and other disadvantaged populations, including refugees.

The hope is that they, too, will share a garden experience similar to Saliha, a refugee from Afghanistan, who said, “I went to the garden to grow my food; instead I grew a friend.”

DVD

Watch the DVD *Rain in a Dry Land: Taco Bell*

New immigrants and native-born Americans have many different kinds of encounters. For a familiar snapshot of cultural clash and mutual frustration, follow an immigrant mother and her son into a Taco Bell in search of a suitable chicken.



© Idaho Office of Refugees

CULTURAL INTEGRATION THROUGH THE ARTS

THE TAMEJAVI FESTIVAL

www.tamejavi.org

"All of us, no matter our place of birth, carry a deep-seated longing to know ourselves through cultural roots. All of us, whatever our innate artistic talent, have an impulse to reach out through cultural expression. Such longing and impulse propel us to reach across cultural boundaries, bridging differences and finding common ground."

—Craig McGarvey, who supported the Tamejavi Festival in California's Central Valley while program director at The James Irvine Foundation

When the stage lights dimmed on the play "Promise of a Love Song," the audience that rose to applaud in the historic Tower Theater of Fresno, California represented an even greater cultural spectrum than the play itself.

Hmong refugees and middle-class whites, migrant workers from Oaxaca and Pakistani business owners had sat together to experience a drama set in three distinct locales: a home in rural Appalachia, a Puerto Rican tenement in New York, and a shotgun house in New Orleans. The performance was given by ensemble actors from New Orleans' African-American Junebug Productions, the Puerto Rican Pregones Theater in the Bronx, and Roadside Theater from the coalfields of eastern Kentucky.

A mosaic of intergenerational love, the play used music and theme to weave together three seemingly disparate stories—each infused with the voice of its culture—into a coherent whole. For the greatly diverse audience, the play illustrated how art can be a tool to strengthen cultural identity and bridge cultural chasms.

The same message of unity through art animated the three-day, spring 2002 Tamejavi Festival that featured "Promise of a Love Song," along with dance, comedy, music, photography, art, theater, crafts, food, and more from the many newcomer groups that populate California's Central Valley, perhaps the most diverse rural region in the world. An estimated 1,500 people participated in the festival.

"Promise" and Tamejavi share a similar back story as well. The three theater companies—Pregonis, Junebug, and Roadside—had deliberately built their collaborative effort, first taking time to visit one another's theaters with their own work, then engaging in dialogue.

"When we took a play about Appalachia to the Bronx," says Roadside's director Dudley Cocke, "people connected with the mountain culture of Puerto Rico. It put them in mind of their own stories. The next time we visited, it was their story."

CULTURAL EXCHANGE AS A CONTINUOUS PROCESS

During the planning stages of Tamejavi (the name is an amalgam of the Spanish, Mixtec, and Hmong words for cultural marketplace), a series of workshops, story circles, and study groups brought diverse participants together in shared space, building trust and relationships among the group members. But the festival was a milestone, not a culmination, in their cultural exchange.

Following the festival, meetings for reflection and evaluation helped participants recognize the great value of cultural exchange and reinforced the importance of continuing such cultural learning opportunities.

In the words of Myrna Martinez-Nateras, director of the American Friends Service Committee's Pan Valley Institute (PVI), the lead organization for Tamejavi, people felt that "to promote understanding and respect for differences, more spaces for cultural learning were needed. So an idea was proposed to visit other communities during the celebration of their traditions, learn about their beliefs and how they are or are not adapting to a new society."

With foundation support and active community involvement, this idea quickly became reality. Latinos, South and Southeast Asians, indigenous Mexicans and Americans, blacks, and whites began a nine-month, round-robin series of participation in one another's traditions:



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Hmong New Year. Martin Luther King candlelight vigil. Bear Dance Ceremony. Music and dance of the P'urhepechas. Lao New Year. Juneteenth Celebration. Cultural poetry exchange. La Guelaguetza celebration. Dialogue on black reparations.

Each visit was designed as a learning opportunity, facilitated and guided by people from the community being visited, with pre- and post-dialogues. Approximately 300 people participated in some way.

"To result in meaningful learning experiences, it was important to have an understanding and promote respect for each community's cultural protocols... for establishing cultural awareness and for dealing with and beginning to embrace ethnic differences," Martinez-Nateras explains. "Otherwise, people tend to interpret others from their own cultural perspectives, which can make them judge unfairly and react disrespectfully when they see a cultural practice that might not be accepted in their own cultural values."

CREATING A NEW CULTURAL TRADITION

From the visits emerged several working groups: Women, Youth, Indigenous Peoples, Outdoor Marketplace, and Documentation. These groups engaged in an interactive process of cultural exchange, led by "cultural organizers" who used various techniques to bring those from unlike backgrounds together to develop cultural products.

One of these products was Tamejavi II. In fall of 2004, some 2,000 of the Valley's demographic medley gathered for the three-day festival that blended audience with performers, amateurs with professionals. This time, the featured theatrical piece was completely home-grown. Developed from oral history projects from within their respective communities, "Diary of an Endless Journey: Towards a New Dawn," with a cast of 40, told the migration stories of refugee Hmong and migrant Mixtec families.

"I was very moved by the coming together of the multiple communities," says Joan Shigekawa, program officer

in Arts and Culture at The Rockefeller Foundation, one of the foundations that provided support for the festival.

"These were community members coming together in the crucible of making art. They created a piece full of feeling and theater craft that helped us understand their shared experiences, triumphs, and challenges."

PROMOTING COMMUNITYWIDE CULTURAL EXCHANGE

The working groups are, of course, looking ahead to a third festival. In the interim, they are creating opportunities for cultural exchange for the broader community. Their plans include a series of interactive dialogues and "mobile exchanges" in community centers and libraries, doing outreach through local media in rural settings to draw the general public. And the broader community has been responding. Academic institutions and community-based service providers are turning to Tamejavi's parent organization, PVI, to learn more about techniques to promote cultural diversity.

These techniques include "participatory action research," which Tamejavi's working groups are using to actively engage in answering the questions that interest and motivate them. As expressed by PVI's Martinez-Nateras, these questions go to the heart of immigrant integration: "What is the role of cultural identity for immigrants' social inclusion and participation in building democracy?"

What role does the freedom to exercise one's own cultural traditions and creativities play in the process of developing a sense of belonging in a new and culturally diverse society? In the process of integration, which cultural traditions must be kept and which ones must be changed?"

Seeking answers to these questions, Tamejavi's participants are planning to develop curricular materials that they will make available to other educators and practitioners through their website. They also have aspirations to convene policymakers to discuss cultural aspects of the integration experience.

The Tamejavi festivals are much more than occasional celebrations of diversity. They have laid the groundwork for long-term, ongoing cultural exchange that is vitally important to newcomer integration. Not every cultural interaction program can be as extensive as the Tamejavi Festival experience. But the activities that the festival encourages—artistic expression, support for native culture, facilitated cultural exchange, guided learning, leadership development, and engagement of the broader community—carry powerful lessons that can be applied to individual grants as well as major funding initiatives.



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PROGRAM EVALUATION

As case examples in this section illustrate, social and cultural interaction among people of different backgrounds can take many forms, including community forums, visual and performance arts, historical exhibits, among others. Well-developed and -executed efforts, as shown in the figure below, will result in outputs which, in turn, can lead to outcomes that facilitate integration. One way to assess the quality of the outputs is to examine the extent to which the features mentioned in the introduction section are present.

To determine if the outcomes below occurred, foundations might consider collecting the following information:

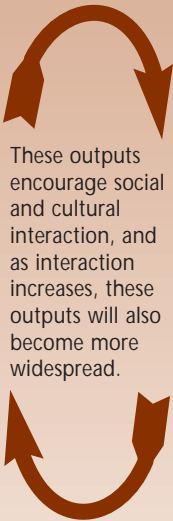
- Knowledge of traditions and basic behaviors during cross-cultural interaction (e.g., how to properly greet the other person, religious holidays).
- Understanding and acceptance of similarities and differences in culture and experience.
- Perceptions about people from other groups (e.g., using the Bogardus scale, available on www.csudh.edu/dearhabermas/bogardus02.htm, which asks questions about how a person feels about having people from

another group as a family member, friend, work colleague, neighbor, visitor, and fellow citizen).

- Frequency and quality of interaction with people from different cultures (e.g., average number of visits to homes of people over a year and purpose of visits).
- Participation in activities that bring people of diverse backgrounds together (e.g., number of times people attend block club meetings and community festivals).
- Establishment of multicultural partnerships, coalitions, and teams to work on communitywide issues.

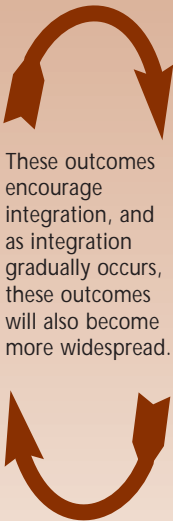
OUTPUTS

- Number and quality of activities and events (e.g., cultural festivals) for people to get to know each other as individuals.
- Number and quality of opportunities (e.g., policy campaigns) for people to work together on common issues.



OUTCOMES

- More relationships across cultures.
- Improved understanding about different cultures.
- Reduced prejudices and misperceptions about people from different cultures.
- Increased collective action across cultures.



IMMIGRANT INTEGRATION

Promising Practices in Civic Participation and Citizenship

“Immigrants come along, they create their institutions of faith, they engage in their kids’ education, they focus on their economic advancement, they create care and feeding service institutions. Then there comes a point where you cannot resolve the problems of your community without getting serious about civic engagement. It has become clearer with the ferocity of the anti-immigrant backlash that you are going to have to do that or your communities are going to be badly hurt. In the face of that, we have to ask what are our moral and ethical responsibilities to build civic infrastructure that supports that engagement in a sustained way.”

—Joshua Hoyt, Illinois Coalition for Immigrant
and Refugee Rights, Chicago, Illinois

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INTRODUCTION

A key pathway to integration, civic participation actively engages newcomers in community problem solving, leadership development, and democratic practice. Participation for an immigrant or refugee often begins with a collective effort among neighbors to reduce crime, improve schools, increase access to health care, or develop affordable housing. Artistic and cultural exchange might also be a starting point. Participation can eventually expand to policy advocacy and electoral work—testifying before their representatives and helping to register and motivate voters—but is not limited to these highly visible forms of political involvement. And for naturalized immigrants, voting and running for elected office can become further expressions of their civic integration.



Most newcomers, however, do not become involved in community life until they have established a relatively solid foothold in U.S. society. Despite enormous work and family responsibilities, many immigrants and refugees do make time to become civically involved. Most often, they are initially drawn into action with others around issues that affect the well-being of their families. Such issues need to be vital enough to attract immigrants, broad enough to bring together people from different backgrounds (other ethnicities and particularly the native-born), and manageable enough to achieve some success, creating momentum for further activity together.

The stories highlighted in this section all share the common characteristics necessary to promote high-quality civic participation as a strategy for immigrant integration.

- **Strong community-based institutions are essential to engage newcomers in the community and the democracy.**

Such organizations serve as networks of recruitment into civic life. They are membership-based and democratically governed, with leadership ladders that engage newcomers more deeply in civic action and move them into positions of greater responsibility and authority.

- **Civic participation is a vehicle for the education and integration of immigrants.** Intentional learning guides civic activity, from the collective selection of issues through the development and

implementation of strategic action. Best-practice civic participation provides immigrants the opportunities to exercise responsibility, take initiative, and engage in the two-way process of community building. In so doing, newcomers develop skills (how to speak in public, how to build an agenda and run a meeting), knowledge (how local government works, how to become a citizen), attitudes (tolerance and understanding of people from different backgrounds, openness to feedback and self-improvement), and behaviors (becoming more informed through news media, making healthy and positive life choices). The development of immigrant leaders ultimately benefits the broader community.

- **Networks of trusting relationships are developed, both with people from like and unlike backgrounds.** Such networks create one of civic participation's most powerful contributions to immigrant integration. Harvard sociologist Robert Putnam calls these networks of relationships "social capital," arguing that all aspects of community, including intergroup relations, are strengthened when social capital is strong. Indeed, people who know one another through shared work are far less capable of stereotyping, of fearing, and of characterizing people as the "other."

- **Newcomers and the native-born contribute together to positive outcomes.** Civic participation among newcomers builds communities and revitalizes democratic tradition in the United States. New neighborhood parks, increased language access to public services, higher rates of naturalization and voter participation, and reduced intergroup tensions are among these outcomes.

It is our hope that the following stories will encourage you to deepen your exploration and understanding of this important integration strategy. *"Pursuing Democracy's Promise: Newcomer Civic Participation in America,"* published by GCIR in 2004, offers a more expansive discussion of civic participation as a strategy for newcomer integration, as well as profiles of numerous promising practices. We invite you to visit www.gcir.org or contact the GCIR office for a copy of this report.

CIVIC PARTICIPATION
AND IMMIGRANT
INTEGRATION

ACTIVE ENGAGEMENT
IN THE COMMUNITY
AND THE DEMOCRACY

OF NECKTIES,
NOT BASEBALL BATS

Gloria and Adon, Mexican-American leaders and board members of the Idaho Community Action Network (ICAN), sought the meeting with the administrator of the State's Department of Health and Welfare (DHW) to discuss how the Department was planning to notify the immigrant community of recent state and federal changes in benefit systems. The leaders were well-informed about changes in Food Stamp eligibility, and they brought constructive suggestions for simplifying applications and doing outreach to immigrants. "We hope you look at us as partners," said Adon, "not someone coming with a baseball bat." The administrator welcomed the partnership.

In contrast, ICAN's earlier four-year struggle to pass Idaho's minimum-wage law for farmworkers, though eventually successful, was not always as amicable. But it laid the foundation for a working relationship with DHW that made the negotiations on Food Stamps possible. It also contributed to the self-education of hundreds of immigrants who had participated in the campaign—and produced positive community change for thousands more.

Adon and Gloria have devoted countless volunteer hours promoting immigrant civic participation of this sort.

"Immigrants have experienced the problems," explains Adon, and in helping to solve them "they are participating in self-improvement. To make change, one thing you have to learn is how the system works and how the other person—the guy in the necktie—thinks."

"Immigrants need to speak for themselves," says Gloria. "Another culture adds to the United States, it doesn't take anything away. We need to learn one another's cultures."

Such participation in civic life—identifying and solving problems together, educating one another, developing relationships with people from unlike backgrounds, including government officials—is part of the process of immigrants integrating into their new country. Some would argue it is the process of integration, drawing newcomers into active engagement in their communities and the democracy.

LEARNING HOW INSTITUTIONS
AND GOVERNMENT WORK

Experience is our best teacher, and civic participation is experiential education for immigrants and refugees in their new country. Drawn by a common desire to improve conditions for their families and communities, newcomers engage with community institutions and, in so doing, learn how government and civic processes work and ways to influence them.

For example, immigrants who participated in Florida's successful 2004 campaign to raise the minimum wage, sponsored by the Association of Community Organizations for Reform Now (ACORN), learned how the initiative process works in the state. Newcomers who were part of the Cross City Campaign for Urban School Reform¹ learned how to improve inner-city schools. Among refugees, members of People Acting in Community Together in Stockton, California, worked with the local police to address rising

1. Members include the Alliance Organizing Project in Philadelphia, New York ACORN, Oakland Community Organizations in California's Bay Area, Austin Interfaith in Texas, and Chicago's Logan Square Neighborhood Association. See the "Promising Practices in Education" section for details on Logan Square's work.



© Idaho Community Action Network

violence among their youth; as a result, the force hired Hmong liaisons to help them better serve the community.

When immigrant women in Arlandia, Virginia, realized that they shared a concern about the lack of children's recreational space in their working-class neighborhood, their membership in the Women's Leadership Group of the Tenants' and Workers' Support Committee helped them to advocate effectively with the Alexandria Parks and Recreation Department. They started by mapping the number of parks in Arlandia and its surrounding middle-class neighborhoods, documenting the dramatic differences in facilities. Then they researched the Parks and Recreation budget, uncovering unused funds that had been set aside for tennis courts. Their research, advocacy, and relationship with Parks and Recreation led to more than \$100,000 in new recreational facilities in Arlandia.

STORIES OF HUMAN DEVELOPMENT

Each of these examples of newcomer civic engagement is a story of human development. Skills and knowledge building—as well as attitude and behavior change—are vitally important components of immigrant integration.

Change can be dramatic for newcomers as they develop into civic leaders. Fadumo, who with her husband and 11 children fled the civil war in Somalia, eventually settled in Minneapolis. Although she found working with immigrant elders and families rewarding, it was civic participation that made the greatest difference in her life. With the assistance of VOICE for Community Power and the Organizing Apprenticeship Project, Fadumo led a voter participation campaign in the Somali refugee community during the 2002 Senatorial elections. When the candidates met with the Somali community, incumbent Senator Paul Wellstone was introduced by Fadumo. "Before I was shy and scared," she says, "but this helped me to build my own voice. I can go everywhere now. We Somali women are hungry to bring Somali power to the community."



© Idaho Community Action Network

A similar transformation took place for Margarita and other mothers with children in the public schools of unincorporated Lost Hills, California. Ninety-seven percent of the population in this rural community in Kern County is working-poor Latinos, and 88 percent of the children qualify for the free-lunch program. An unresponsive school board motivated civic participation by Margarita and her neighbors. "They said it was not for us to come with concerns to the school," says Margarita. "But that is exactly what we should be doing." The mothers began their effort by collecting signatures to change the scheduled time for school board meetings from 12 noon when most parents are at work to 6 PM when more parents can attend.

With the help of Valley Catholic Charities, these immigrant parents continued their involvement in the school system. Later efforts led to a Grand Jury investigation that contributed to the early retirement of the school superintendent, and also ensured parental input on the search for a new superintendent. After two school board members were discovered to live illegally outside the district, three Latina mothers were elected to serve on the Board.

STORIES OF HUMAN RELATIONSHIPS

"To build relationships, you want to focus on what's common, get people working to improve quality-of-life issues they share."

—Karen Bass, Founding Executive Director, Community Coalition for Substance Abuse Prevention and Treatment

By working collectively to solve problems and improve community conditions, immigrants and refugees also develop strong relationships across lines of class, race, and ethnicity among those with whom they work. Adons of Idaho and the DHW "guys in the neckties"—and the moms from Arlandia and the Parks and Recreation administrators—illustrate the importance of such relationships.

The best civic participation organizations attend carefully and strategically to the process of bringing people from different backgrounds into relationship with one another. For example, when Florida ACORN wanted to encourage



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Haitian, Honduran, and Jamaican immigrants to work with the native-born, they held a barbecue. First, the children began playing with one another; then the parents began to mix. Joint civic participation followed, resulting in the registration of 15,000 people for the 2000 election. In Washington, DC, the Tellin' Stories Project brings immigrant and African-American parents together at local schools, getting them to share stories through making books and stitching quilts. Relationships develop in the school setting, as does comfort; guided by the Project, the parents became increasingly involved in school participation.

Karen Bass, founding executive director of the Community Coalition in South Los Angeles and now a California Assembly Member for the 47th District, sees civic participation as the best way to build intergroup relationships. While many traditional intergroup programs get people talking about what makes them different, Bass takes a different tact. "To build relationships," she says, "you want to focus on what's common, get people working to improve quality-of-life issues they share."

For example, the Gamaliel Foundation brought newly arrived Latino immigrants and African-Americans together in Milwaukee around the issue of housing. The Pacific Institute for Community Organization, in its California Project, identified health care as a common concern shared by middle-class whites and newcomers. And the issue of human rights brought immigrants and members of the LGBT community into common cause through CAUSA, Oregon's statewide immigrant rights coalition.

The first quality-of-life issue that Bass' Community Coalition tackled was closing down "nuisance" liquor stores and motels. In working for this goal, the extraordinary diversity of the Coalition's neighborhood presented a challenge, bringing some community members together while separating others.

The divide was not only between newcomers and African-Americans. The newcomers—black and Latino immigrants from the Caribbean, Central America, and Mexico—held different viewpoints about their identities and experiences. For example, Latinos and black Caribbeans don't necessarily self-identify along their shared experience as immigrants. Similarly, African-Americans and Caribbeans don't necessarily share identity as blacks. Negative stereotypes about one another also widened the divide. Some blacks felt the Korean store owners were heartless; some Latinos felt Pakistani motel owners were exploitive.

The strategy that the Coalition brings to bear on such potential divisiveness is education, possibly the most important component of any civic participation program. Coalition members study the history of their changing neighborhood, learning of the systemic economic and social forces that can lead newcomer merchants, many of whom also live on the economic margins, to rent rooms by the hour, underpay their workforce, or emphasize the sale of liquor. To successfully work together, says Bass, people need to be informed about the systemic forces at work, "to learn the facts about race, racism, and demographics." Such learning is a key dimension as newcomers and the native-born develop relationships through civic participation.



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THE ORGANIZATIONS THAT MAKE IT POSSIBLE

Many institutions have been mentioned here that draw newcomers into civic life. Thousands exist across the country, and their numbers are growing with the newcomer population. They include congregation- and neighborhood-based networks, worker centers, hometown associations, locally based groups, ethnic-specific volunteer efforts, new labor initiatives, youth organizing institutions, voter registration and participation projects, and more. The best of them approach integration with similar principles. Mentioned in the introduction to this section, these principles bear repeating:

- Newcomers are encouraged to take responsibility and engage in all aspects of community problem-solving.
- Programs start where the newcomers start, involving them with issues that affect their daily lives and leading them toward deeper analyses and more effective strategies to address these issues.
- Newcomer learning and growth—learning by doing—is at the heart of all program design.
- Building relationships with people from unlike backgrounds is an important goal.

Several regional organizations are helping traditional immigrant service-delivery groups learn such strategies. All of these institutions have built deep relationships with scores of local organizations, providing training programs, tested curricular materials, and train-the-trainer approaches.

A particularly promising coalition of five such organizations—the Collaborative for Immigrant Empowerment Leadership and Organizing (CIELO)—has begun to emerge as a potential national network. CIELO’s membership includes the Western States Center in the Northwest; Partnership for Immigrant Leadership and Action in California; the Coalition of African, Asian, European, and Latino Immigrants of Illinois; the Center to Support Immigrant Organizing in Boston; and Highlander Research and Education Center, which works throughout the Southeast. Together, these groups have a network of at least 150 organizations working with diverse newcomer communities in 24 states.

As the CIELO collaboration continues to develop, its member organizations are deepening their practice regionally, bringing civic participation strategies to their locally networked groups. They are helping other institutions with long histories of promoting civic participation incorporate newcomers in non-traditional gateway states. All of the groups are critical players in the active engagement of immigrants and refugees in community and civic life, itself a critical strategy of newcomer integration.



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DVD

Watch the DVD
Grassroots Rising:
Workplace Improvement

More than 140 worker centers across the country are helping to improve wages and working conditions for immigrant and other low-wage workers. Learn about this burgeoning movement and how it is empowering newcomers to stand up for their rights, join forces with native-born workers, and speak with one voice.

CIVIC PARTICIPATION AND NEW LABOR ORGANIZING

As unions turn their attention to organizing the growing number of immigrants in America, they are sponsoring and supporting numerous civic participation projects, often in partnership with community organizations.

The AFL-CIO's decision to reverse its position on immigration in 2000 laid the groundwork for strong union support of immigrant rights, including the historic Immigrant Workers Freedom Ride of 2003. Twenty buses from ten cities carried 1,000 riders across the country to join with thousands of union, community, and faith-based leaders in New York and other cities to promote a platform of immigrant rights and citizenship. The Freedom Ride was a milestone in the commitment of organized labor to fight for the rights of immigrants.

Many unions—including those in the AFL-CIO and ones in the newly formed Change to Win federation²—are organizing in sectors of the economy with a strong immigrant presence. They are supporting leadership development, ESL, voter engagement, and other programs to advance immigrant rights. As the national debate over immigration policy heats up, these unions are mobilizing

their members and lobbying intensively for legislation that includes a clear path toward legalization and citizenship for millions of immigrant workers.

Increasingly, at the local level, unions recognize that community support for organizing drives among immigrants is crucial to their success—and that union involvement in issues of vital concern to immigrant communities (e.g., health care, education, affordable housing, access to drivers' licenses) is key to building strong partnerships. Organizing drives among janitors, hotel and industrial laundry workers, and poultry and meat-processing workers offer recent examples of such collaboration.

Foundations have supported, and continue to support, labor-community collaborations by funding independent research into the conditions of work in industries notorious for exploiting immigrant workers and by supporting community and faith-based efforts to expose and correct these abuses.

- Organizing in the South—the region with the highest percentage increase of newly arrived immigrants and the weakest union presence—is increasingly drawing the attention of the labor movement, national community-organizing networks, and foundations.

- Unions have been actively establishing and/or supporting worker centers such as the Voice and Future Fund created by SEIU Local 615 in Boston, (the Justice for Janitors local). Immigrant members of this union have the opportunity to improve their English, hone computer skills, develop leadership skills, and forge new relationships with other community-based organizations.

- In New York City, a collaboration among SEIU Local 32BJ, Make the Road By Walking, AFSCME DC 37, HERE Local 100, and the National Employment Law Project has created the New York Civic Participation Project. This effort organizes immigrant union members around issues important to their families in

“Organized labor is playing a vital role in supporting low-wage immigrant workers and their families to achieve basic human rights and a decent standard of living. Whether through workplace organizing campaigns—or in collaboration with community and faith-based organizations working on immigrant rights, affordable housing, health care, or child care, among others—unions are mobilizing their members and resources to achieve greater social and economic justice for immigrants. Philanthropic investment in these efforts can help advance the integration of low-wage immigrant workers into our society.”

—Henry Allen, Executive Director
Discount Foundation
Boston, Massachusetts

2. This new federation includes the Service Employees International Union, United Food and Commercial Workers, UNITE/HERE, Teamster, Carpenters, Laborers, and Farmworkers.

their home neighborhoods of Washington Heights, Bushwick, the South Bronx, and Queens.

- In Miami, Unite for Dignity, an independent non-profit affiliated with SEIU Local 1199, offers leadership classes to low-wage immigrant workers.

- In Oregon, the union of tree planters and farmworkers, *Pineros y Campesinos Unidos del Noroeste* (PCUN), promotes voter education, youth leadership, housing development, micro-enterprise among women, and immigrant rights.

- The Front Range Economic Strategy Center (FRESC) has become the hub for accountable development policy campaigns serving low-income communities in metro Denver. It is an alliance of over fifty community, labor, inter-faith, immigrant, and environmental groups. In 2004-2005, it expanded its voter education and outreach activities in immigrant communities and launched the Civic Leadership Institute, with a focus on immigrant rights issues and opposing Proposition 200, an anti-immigrant state ballot initiative.

These efforts and others like them across the country are increasingly drawing support from foundations seeking to promote civic participation and effect policy change.

Although unions are not as powerful as they once were, they still bring to the table the voices of 14 million workers, including more and more newcomers. They also have national infrastructure, financial resources, political clout on policy issues, seasoned organizers and research staff, and the ability to effect change on a national scale.

Foundations seeking to leverage the impact of their grants can support non-profit organizations directly affiliated with unions and community organizations with strong ties to labor. With the exercise of expenditure responsibility they can make grants directly to unions themselves.



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YOUTH ACTIVISM

INFUSING NEW ENERGY INTO IMMIGRANT ORGANIZING

The student population at Horlick High School in Racine closely mirrors the ethnic breakdown of this small Wisconsin city. Fifty-six percent of the students are Caucasian, 24 percent African-American, 18 percent Latino, and two percent Asian.

The Latino population at the school, like that of the community, comprises both American-born Chicanos and foreign-born Latinos. Tensions between these two groups are a fixture in communities across the country, and Racine is no exception. At Horlick, however, the formation of a student group, Students United for Immigrant Rights (SUIR), has begun to break down these long-held animosities.

Prior to the formation of SUIR, many of the immigrant students at Horlick believed the Chicano students were ashamed of their heritage because they spoke little or no Spanish and often seemed culturally more American than Latino. For their part, the Chicanos probably felt stung by suggestions that they were no longer 'true' Latinos. The two groups seldom communicated. Sometimes, the simmering tensions

"Giving students opportunities to organize and become active around the issue of immigrant rights has helped change the culture of our school and created and strengthened bonds among students, families, the school, and the community."

—Ryan Knudson and Al Levie,
Teachers, Horlick High School,
Racine, Wisconsin

erupted in school-yard fights. But this dynamic has improved since the formation of SUIR.

"We have seen a dramatic reduction in the Latino suspension rate," said Nola Starling-Ratliff, Horlick directing principal. "[The students' activism] has broken down divisions among students and elevated the level of thinking."

The lead-up to the creation of SUIR is a story of students discovering and exercising their civic rights. It is also the story of a schism between two groups, the immigrants and the Chicanos, being bridged. It begins in 2003 in a Latino-American history course at Horlick.

After watching the PBS series *Matters of Race*, which includes a segment about the increase in Mexican immigrant workers in a small town in the South, Al Levie's Latin-American history class discussed racism and the immigrant experience in America. Spurred by the talk, students who were going to a local rally organized by Voces de la Frontera, a community organizing group working in both Milwaukee and Racine, invited their history teacher to accompany them. News coverage of the rally provoked a spat of anti-immigrant letters that were published in the local newspaper. In response, the students wrote group and individual rebuttals in class which were also published in the paper, engaging the community in a discussion of immigrant issues.

Around this time, Christine Neumann-Ortiz, director of Voces de la Frontera, contacted Levie, the history teacher, to let him know that Representative Pedro Colón of Milwaukee had introduced a bill in the Wisconsin Assembly that would



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allow undocumented immigrant students to attend state institutions of higher education at resident tuition rates. Levie invited representatives from Voces to directly address the mostly Chicano Latino-American history class about the issue and the legislation. Another teacher in the school, Ryan Knudson, brought his ESL class—mostly immigrants—to the discussion as well. Prompted by the discussion, the students arranged for a field trip to Madison, the state's capital, to attend a hearing on the bill. They prepared testimony on the bill, including a statement from an undocumented student at Horlick about her situation.

Shortly after the students gave testimony at the state capitol, Voces invited seven of the students and one of their sponsors to go to Washington, D.C. to advocate for the DREAM Act. Students received training from the Center for Community Change and spent a day lobbying elected officials.

Upon their return from Washington, the students organized a large Cinco de Mayo party—partly as a fundraiser to help pay the expenses for the trip. Hundreds of Latino students (both immigrants and Chicanos), their family members, community members, and school officials came together for the first time. Students spoke to the gathering about their participation in the political process.

Publicity about the student participation in Madison and Washington and about the Cinco de Mayo celebration sparked criticism from a group of community members at the next Racine Board of Education meeting. The group demanded the Board dismiss Levie, the history teacher who had sponsored the field trips.

In response, Voces called a meeting of the parents of students who had participated, and at the next meeting those parents and students—Chicano and immigrant—made a presentation thanking the Board for giving their children the opportunity to participate in the field trips and to learn first-hand about the democratic process. This saved Levie from dismissal and generated even greater interest among other students at the school. It was then that SUIR was formed.

"It has made Latino kids feel like they have a voice," said Mark Zanin, the sub-school principal. "The impact of [SUIR] and the issues they've taken on has demonstrated to them, and to the community, that they do have a voice, and that people will listen to them."

Since its formation, SUIR has worked to bring together students and community in pushing for social change. In the fall of 2004, in one of its first major efforts, SUIR joined with Voces and the NAACP to plan a nonpartisan election-day get-out-the-vote campaign. One aspect involved specially trained Horlick students doing door-to-door campaigning. The school approved the event and promised to waive the absences of those students who wished to participate.

However, a few days before the election, community members associated with an anti-immigrant website asserted that the mobilization drive, aimed in particular at low-income neighborhoods in Racine with a concentration of African-Americans and Latinos, was partisan in nature and that it was inappropriate for the school to allow such activities. On the Monday before the elections, the school administration withdrew its support of the event and announced that students who did not attend classes on Tuesday would be disciplined.

Despite the reversal, over 250 Horlick students chose to face the school's penalties—and the rain and cold weather—in order to encourage others to vote. Students—from freshmen to seniors—chose to walk neighborhoods for the drive, according to the local newspaper.

"I feel really disappointed in the school district for withdrawing their support in our effort to get people to vote," said 16-year-old Xavier Marques, first president of SUIR, in comments to the paper. "For them to fold just because of a little bit of pressure from an outside group is wrong. From the beginning we have been nonpartisan. We are just focused on getting out the vote."

In 2005, there was a referendum in the Racine school district to add a small amount to property tax for the school to



be able to maintain athletic and arts program and to keep the full school maintenance staff employed. With low voter turnout in low-income precincts, the property tax measure failed, and the district was forced to implement cuts in programs.

When students realized what happened, they were outraged. Students from several schools in the district, with Horlick students playing a key role, formed a diverse coalition that called itself Save Our Schools. This student-led coalition turned out a 1,500-person protest for a school board hearing, winning a new vote on the referendum.

For the second referendum, SUIR was in charge of the GOTV effort for the City of Racine—the same kind of effort as for the 2004 election. Other student groups worked in the suburban areas. Altogether, there was a 10 percent increase in voter turnout for the second election, and this time the property tax increase passed. Christine Neumann-Ortiz of Voces de la Frontera says, “The students were leading the adults—and most of them can’t vote, but they were able to take the initiative for change.”

Students like Xavier have become activists in response to the racism and the unfairness they see that immigrants face. At Horlick, confronting these issues together has allowed students to reach out to each other across the schism that exists so often between American-born Chicanos and newcomer Latinos. Friendships have formed across a previously impassable divide, and there is increasing collaboration between students in the two factions.

“Giving students opportunities to organize and become active around the issue of immigrant rights has helped change the culture of our school and created and strengthened bonds among students, families, the school, and the community,” wrote Ryan Knudson and Al Levie, the school sponsors of SUIR, in an article published last fall. “It has also helped students from marginalized groups become actively engaged, academically successful, and to rise to positions of leadership in the school and the community.”



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BUILDING A MOVEMENT THROUGH ELECTORAL ORGANIZING

MOBILIZE THE IMMIGRANT VOTE

www.immigrantvoice.org

The statewide Mobilize the Immigrant Vote (MIV) campaign in California focused on bringing a growing but underrepresented segment of the population more fully into the political process. Although increasing voter turnout among immigrants was a prime goal of the effort, MIV's election work was conceptualized as part of a larger and ongoing movement for social change. A cornerstone of the MIV approach is building capacity of existing organizations to participate effectively in both the short- and long-term goals of the campaign.

The MIV campaign was led by Partnership for Immigrant Leadership and Action (PILA) in collaboration with Bay Area Immigrant Rights Coalition (BAIRC); California Partnership (CAP); Coalition for Humane Immigrant Rights of Los Angeles (CHIRLA); National Network for Immigrant and Refugee Rights (NNIRR); and Services, Immigrant Rights, and Education Network (SIREN). The first of its kind in California, this statewide collaboration was funded by Akonadi Foundation, Four Freedoms Fund, James Irvine Foundation, Liberty Hill Foundation, and The San Francisco Foundation.

MIV views community-based organizations (CBOs) as a critical infrastructure for catalyzing and sustaining civic and political participation in local communities. Their ongoing presence and relationships in the community position them to educate and mobilize their

constituents for elections. However, many lack the skills, tools, and support to do so effectively.

In the 2004 campaign, MIV linked 112 diverse, immigrant-focused CBOs across the state in an electoral organizing effort, mobilizing well over 1,200 volunteers. Not only had many of these CBOs never engaged in elections work before, but nearly a third reported that they would not have done any elections work without MIV support. MIV provided them

"The training that I took with PILA, as part of the MIV effort, was very interesting. I learned a lot and it was a great opportunity to get to know other organizations and see how we can work together."

—Maria Carrillo, member
Mujeres Unidas y Activas

with voter education materials in a number of languages, workshops in electoral basics and issue analysis, media advocacy training, and ongoing technical assistance.

In their work with CBOs, MIV encouraged a movement-building approach to elections as a way to both increase the voices of immigrants in the 2004 elections and build capacity in immigrant communities for effecting long-term change. The emphasis was on employing strategies that would lead to both of these outcomes.

DVD

Watch the DVD

The New Los Angeles: Voting

Participation in the electoral process is an ultimate marker of immigrant integration. See how Latino and African-American labor, faith, and community leaders in Los Angeles launched an unprecedented grassroots get-out-the-vote campaign. Their citywide, multi-ethnic coalition helped elect a Latino mayor focused on the entire city "growing and prospering together."



© Mujeres Unidas y Activas

The differences between a traditional electoral campaign and a movement-building campaign are illustrated through four contrasts:

1. Instead of ending a campaign after the election, the movement-building approach makes elections a part of a long-term strategy for making change in communities. This includes ongoing civic participation and organizing efforts between elections.

2. Instead of viewing the campaign as won or lost depending on election results, a movement-building strategy understands that the electoral work builds relationships and energizes communities regardless of election outcomes.

3. Instead of focusing on likely voters, the movement-building approach views voting as one of many ways to shift power and make change, and it understands that there is a place in electoral work for everyone, whether they are eligible to vote or not.

4. Instead of focusing solely on the number of contacts made in the campaign, the movement-building approach also looks to strengthen organizations and communities by increasing visibility, forging new alliances, developing a stronger base of community leaders and volunteers, and linking election issues to ongoing organizing.

Movement-building is a systemic approach that creates opportunities for fuller engagement and builds lasting capacity in communities. For example, the MIV collaborative did not develop a platform for the campaign but led a



© IPLA, MIV, Filipino Bayan Rescue Center

community-based process that engaged partner organizations and immigrant community members in discussing issues on the November 2004 ballot. These issue forums encouraged direct community participation, providing a model of a process that both educates voters and builds community capacity to analyze policy issues. In this “bottom-up” approach, these discussions directly informed the development of the voter guide that was distributed to over 21,000 community members. A number of participating organizations replicated the discussion forums in their own communities, building the capacity of those constituencies to debate and determine policy positions on their own.

To facilitate the participation of limited English proficient immigrants, MIV provided translation services in a number of languages at the public forums and training sessions. The campaign also developed and disseminated crucial multilingual voter education materials designed to be specifically relevant to low-income immigrant communities. These voter information materials reached tens of thousands of immigrant voters

in California and eliminated the need for individual community organizations to develop their own.

The MIV collaborative was committed to evaluating its work and to disseminating lessons learned from the campaign. From the earliest planning stages of the campaign, a framework for collecting and assessing information was developed, activities were documented, and a post-election evaluation was conducted. A detailed report, *Democracy at Stake? A Report on Outcomes and Lessons from the Mobilize the Immigrant Vote 2004 California Campaign* was published in 2005. In addition, the MIV collaborative now has sample work plans and extensive tools that have proven useful and have documented lessons on which to build in the future.

The impact of MIV went well beyond engaging immigrants in the 2004 elections. MIV laid the groundwork for a multi-ethnic, statewide movement through building relationships and trust among grassroots organizations. Fifty-nine percent of organizations that participated in the campaign were collaborating with other organizations they had never worked with before to carry out electoral activities, and 95 percent affirmed that they want to be part of future MIV campaigns. MIV plans to continue to strengthen the capacity of this network to raise immigrant voices in the electoral process and beyond.



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SUPPORTING THE CITIZENSHIP PROCESS

Naturalization is one of the ultimate markers of immigrant integration. In a 2003 national survey, two out of three immigrants indicated that “show[ing] a commitment and pride in being an American” is a major reason to naturalize.³ Reflecting this commitment to become full members of society, increasing numbers of immigrants became citizens in the 1990s. As of 2004, 35 percent, or about 12.4 million, of the total foreign-born population in the United States were naturalized citizens.⁴

Today, at least another eight million immigrants are eligible for citizenship.⁵ Low levels of English proficiency, formal education, and income level characterize a significant share of this population. For example, an estimated 60 percent are limited English proficient. Lack of information about citizenship presents another hurdle to naturalization. A 2005 study commissioned by the Illinois Coalition of Immigrant and Refugee Rights found that most immigrants find out about naturalization through an acquaintance or on their own initiative.⁶ Eighty percent did not know the application cost, currently \$320 and soon to rise.

Immigrants will face additional barriers to naturalization, including higher fees. But the redesign of the citizenship test presents a more worrisome obstacle. The new test, to be launched in 2007 possibly in a format similar to the SAT, would put those with limited English at a greater disadvantage than the current conversation-based examination.

Foundations wishing to address current and future barriers and promote naturalization among eligible immigrants can support programs that incorporate the following promising practices:

“The way I look at it is I want to become a citizen to vote because I wanted to make a difference. It’s as simple as that.”

—A Jordanian immigrant living in Virginia



© Mark Harmel / Alamy

- **Active outreach to educate newcomers about the naturalization process.** Citizenship fairs, promotion through the ethnic media, and outreach to service providers are some of the best ways to inform immigrants.

- **High-quality, multi-media English language instruction materials to increase citizenship candidates’ understanding of the history and government of the United States.** Such instruction is already an essential part of preparing immigrants to naturalize, but it will become even more important once changes to the citizenship test are instituted.

- **Bilingual English tutors, including those who are recently naturalized.** Having peer tutors, especially ones with a first-hand understanding of the naturalization process, can enhance the learning and improve outcomes.

- **Conveniently scheduled classes and programs for working immigrants.** Citizenship classes, English courses, and outreach events offered in the evenings, on weekends, and in the workplace, ideally in partnership with employers, are much more accessible to newcomers, many of whom work long hours and multiple jobs.

- **Legal consultation for citizenship applicants.** Application-assistance programs must have legal expertise to help prospective applicants identify “red flags” in their backgrounds that could put them at risk by entering the naturalization process. A minor criminal conviction in the distant past, for example, can place an immigrant in deportation proceedings. Therefore, funders should support only programs that give every application careful legal review.

- **Engagement of naturalizing immigrants in community problem solving and civic life.** The immigrant integration

framework envisions citizenship as a fully active endeavor. Civic participation during the naturalization process not only helps prepare students for the exam, but it also encourages active civic involvement to which all citizens, native-born or naturalized, should aspire.

- **Integrated voter education, registration, and participation.** Naturalization programs with this component can improve the citizenship preparation process by helping naturalizing immigrants understand their responsibilities as U.S. citizens.

“I became a citizen because this is my country; I have no other. I’m going to live here. My kids are going to live here. With all of us, we can make it a great country.”

—A Salvadoran immigrant living in Los Angeles

- **Advocacy, organizing, and research to ensure that the new citizenship examination strengthens the process, the immigrant, and the community.** Funders can support a range of local and national efforts, such as an independent task force, to monitor policy development and implementation and to facilitate communication between citizenship stakeholders and the U.S. Citizenship and Immigration Services, the bureau within the Department of Homeland Security that succeeded the INS. Foundations can also support research on denials of citizenship and on the experience of particularly vulnerable subgroups under a new examination regime.

3. This new federation includes the Service Employees International Union, United Food and Commercial Workers, UNITE/HERE, Teamsters, Carpenters, Laborers, and Farmworkers.

4. Passel, Jeffery S. 2005. *Unauthorized Migrants: Numbers and Characteristics*. Washington, D.C.: Pew Hispanic Center. June.

5. Ibid.

6. Metro Chicago Information Center. 2005. “Preliminary Research Findings: New Americans Survey.” Chicago, IL: Illinois Coalition for Immigrant and Refugee Rights. June.

EVALUATING CIVIC PARTICIPATION EFFORTS

Civic participation among immigrants can take many forms, from improving a neighborhood park, a civic activity in which non-naturalized citizens can participate, to voting and running for office, once they are naturalized. Participation in communitywide planning processes for social change is also an important form of civic participation (see section on communitywide planning).

To promote these forms of participation, foundations can support initiatives and institutions that help immigrants develop the ability to influence decisions that affect their lives, understand how systems are organized in the United States, enhance the skills to express their concerns to decision makers and others, and gain access to an infrastructure that will provide them with the necessary support for becoming civically engaged.

These initiatives will result in outputs which, in turn, can lead to activities such as voting, collective action to improve their communities, and serving on governing or advisory boards. In the process of doing so, immigrants consciously become stronger leaders, capable of bringing about more change by mobilizing other people to do the same. Civic institutions in the receiving community will also be transformed in the process, becoming more inclusive and democratic.

Foundations can determine if outcomes occurred by collecting information such as the following:

- Amount of time spent attending meetings or volunteering in activities and/or money contributed to various types of civic and community organizations, such as cultural and linguistic associations, religious institutions, and hometown associations.
- Number of contacts with local and federal officials on a community or national concern.
- Percentage of immigrants who participate in the following civic acts and the frequency of these acts:
 - Attending community meetings to discuss and solve community problems.
 - Organizing groups, ideally working both with other newcomers and established residents, to solve community problems.
 - Voting in local, state, and national elections.
 - Participating in non-partisan voter registration drives.
 - Persuading others to register to vote (e.g., nonpartisan voter registration drives).
 - Organizing nonpartisan candidate forums.

On the part of the receiving community, foundations can observe changes made by civic organizations and government entities in the following areas:

- Change in meeting times and locations to make it easier for immigrants to participate.
- Improved knowledge about incentives and barriers to immigrant participation.
- Allocation of time to listening to each person's views and for individual and collective reflection.
- Active outreach to and inclusion of newcomers in their work, e.g., diversifying their boards, staff, and volunteers, providing interpretation at meetings.
- Creation of additional opportunities for newcomers to participate in community problem solving.

EVALUATING CIVIC PARTICIPATION EFFORTS

OUTPUTS

- Belief that one can make a difference.
- Understand benefits of participation.
- Stronger communication and interpersonal skills (e.g., active listening, public speaking).
- More informed about U.S. systems and what is happening in the community, state, and nation.
- Infrastructure for civic participation (e.g., establishment of forums, training, and support).



These outputs encourage civic participation, and as participation increases, these outputs will also become more widespread.



OUTCOMES

For all immigrants, regardless of immigration status:

- Community voluntarism.
- Participation in collective action and advocacy efforts.
- Contact with elected representatives at all levels of government.
- Broader and more diverse relationships.
- Stronger civic and political leadership.
- Serve on governing or advisory bodies.

For naturalized immigrants:

- Voter participation in local, state, and national elections.
- Running for elected positions.

For receiving community:

- Stronger, more diverse leaders.
- More inclusive and democratic institutions.



These outcomes encourage integration, and as integration gradually occurs, these outcomes will also become more widespread.



IMMIGRANT INTEGRATION

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Films about the Experiences of Newcomers in America

In these films, released in the past several years, immigrant families—and those with whom they work, go to school, and interact—describe their experiences in their own words. To help the readers consider ways to utilize documentaries as educational tools, we've included some comments from grantmakers about how they are using these films at their foundations and in their communities.

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INTRODUCTION

Independent filmmakers have been capturing the stories of immigrants in the United States for decades, but the exponential growth of the immigrant population over the past 15 years has generated a surge of high-quality documentaries in recent years.

Putting a human face on complex immigration issues, these films are powerful tools to educate foundations, policymakers, business and civic leaders, and the general public. They bring today's rich and varied immigrant integration experiences to life and illustrate the human consequences of policy decisions in a way that statistics and words alone can never do.

This filmography, curated by the talented staff of Active Voice, highlights nearly 40 films that can open the hearts and minds and set the stage for productive discussions on immigration and immigrant integration. This list is, by no means, comprehensive, and we invite you to let us know about other high-quality titles that can inform community discussions on immigrant issues.

Clips from many of these films, along with discussion questions, are available on the enclosed DVD-ROM to help you engage foundation colleagues and others in your communities in productive discussions. And if you agree that these clips help build understanding, we strongly encourage you to consider acquiring the full-length documentaries. All the distribution information is available in this filmography.

As your foundation considers immigrant issues, let us know how we at GCIR and Active Voice can help you use these film and video resources to inform your discussions and deliberations. We invite you to tell us what you're learning and whether and how these resources are making a difference in your foundation's response to the immigration-driven demographic, social, and economic changes taking place in your communities.

SPECIAL THANKS

Active Voice played the lead role in producing the filmography, and we extend our deepest appreciation to its entire staff but especially to Ellen Schneider, Grace Eng, and Steve Bartz. We also thank Grantmakers in Film and Electronic Media (GFEM) and David Haas for their early support of the filmography and for sharing their expertise with us. We look forward to partnering with both Active Voice and GFEM in the future!

Our thanks go to all the curators, distributors, and funders who brought many of these films to our attention and who share our excitement for this body of work. Finally, we salute all of the filmmakers working on immigrant-related issues—whether or not their works appear in this filmography—for their creativity and for bringing these powerful stories of today's immigrants to the public's attention.

ABOUT ACTIVE VOICE WWW.ACTIVEVOICE.NET

Active Voice is a team of strategic communication specialists who put powerful media to work for personal and institutional change in communities, workplaces, and campuses across America. Through its practical guides, hands-on workshops, stimulating events, and partnerships nationwide, Active Voice moves people from thought to action. By highlighting compelling personal stories and perspectives seldom found in mainstream media, Active Voice offers a much-needed outlet to people across America to speak out, listen up, and take the initiative for positive change.

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IMMIGRANT INTEGRATION: THE NEWCOMER'S PERSPECTIVE

In these films, released in the past several years, immigrant families—and those with whom they work, go to school, and interact—describe their experiences in their own words. We've included some comments from grantmakers about how they are using these films at their foundations and in their communities.

CALIFORNIA AND THE AMERICAN DREAM

*Producers/Directors: Paul Espinosa
and Lyn Goldfarb*

www.beyondthedream.org

The Price of Renewal, produced and directed by Paul Espinosa, examines community development, philanthropy, and civic engagement as an inner-city neighborhood is redeveloped through a public-private partnership. Set in City Heights, the Ellis Island of San Diego, the film explores the challenges of creating a vibrant urban village from an ethnically, culturally, and economically diverse population.

The New Los Angeles, produced and directed by Lyn Goldfarb, explores the complexities of inclusion in America's largest majority-minority city and the new political empowerment of Latinos and immigrants. This portrait of a city in transition, begins with the multiracial coalition which elected Tom Bradley as Mayor in 1973 and ends with the 2005 election of Antonio Villaraigosa, the first Latino Mayor in more than 130 years.

"...a coming of age story, where the intersection of electoral politics, grass-roots organizing and coalitions have transformed a city... foreshadows the choices that cities across the nation will face when increased immigration, the proliferation of low-wage jobs, and a shrinking middle class force city leaders to rethink their priorities. It is a hopeful story about ordinary people changing their lives and their city..."

— Peter Dreier, Director
Urban & Environmental Policy program
Occidental College



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CAUGHT IN THE CROSSFIRE: ARAB-AMERICANS IN WARTIME

*Directors: David Van Taylor
and Brad Lichtenstein*

www.pbs.org/itvs/caughtinthecrossfire/

Before 9/11, Arab-Americans were an immigrant group like any other. Now, many feel as if their "Arab" and "American" identities are at war. ***Caught in the Crossfire*** chronicles three diverse Arab New Yorkers—a beat cop, a minister, and a high-level diplomatic correspondent—as they wrestle with their place in wartime America.

"In its acute eye and ear for quotidian detail, and in its compassion for innocents, the film proves undeniably affecting."

— *The New York Times*

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www.frif.com/new2002/cau.html

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 Metropolitan New York Synod

**DESTINATION AMERICA**

Producers: David Grubin Productions

www.pbs.org/destinationamerica/index.html

They left all that they knew to make perilous journeys to a country shrouded in myth and legend. Some came to escape religious persecution and political tyranny. Some came to escape poverty, to make a new beginning, to provide support for families they left behind. They have come for two hundred years, and they still come today, for many reasons, but with one common bond: their destination... America... *Destination America* explores this remarkable mass migration from throughout the world in four one-hour episodes.

"...takes in, among many others, migrant workers from south of the border; modern dancers from Taiwan; and women who flee second-class citizenship or servitude in Guatemala, the Middle East, and even Italy. This is the sort of television that puts faces on stats, but it's also almost elegiac: these are the doors we are bolting behind us."

— John Leonard, *New York Magazine*

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FARMINGVILLE

Producers/Directors: Carlos Sandoval and Catherine Tambini

www.pbs.org/pov/pov2004/farmingville/
www.FarmingvilleTheMovie.com

The shocking hate-based attempted murders of two Mexican day laborers catapult a small Long Island town into national headlines, unmasking a new frontline in the border wars: suburbia. For nearly a year, the filmmakers lived and worked in Farmingville, New York, so they could capture first-hand the stories of residents, day laborers, and activists on all sides of the debate.

"Farmingville is a primer for anyone—whether lawmaker or citizen—who cares to better understand the usually unseen cost of America's appetite for cheap labor."

— Carolyn Curriel, *The New York Times*

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**HOLD YOUR BREATH**

Director: Maren Grainger-Monsen

<http://medethicsfilms.stanford.edu>

Hold Your Breath follows the dramatic journey of Mohammad Kochi, a refugee from Afghanistan. An intensely religious man with a limited understanding of English, Mr. Kochi is diagnosed with cancer in his late fifties. As he struggles to cope with his progressing illness, he must navigate his way through the colliding cultures of Islam, with its deep faith in Allah, and western medicine, with its steadfast belief in science. Through the intimate emotional experiences of the Kochi family and the well-intentioned efforts of the medical practitioners, *Hold Your Breath* illuminates the pivotal role of cross-cultural communication in one man's battle with cancer.

"...a lovely and moving meditation on the clash between religion, culture, and modern medicine. I was touched as an Afghan. And as a physician, I was reminded once again of the difficulties of bridging cultural chasm."

— Khaled Hosseini

Author of best-selling novel,
The Kite Runners

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LOST BOYS OF SUDAN

Producers/Directors: Megan Mylan
and Jon Shenk

www.LostBoysFilm.com

Lost Boys of Sudan follows two Sudanese refugees on their journey from Africa to America. Orphaned in one of Africa's cruelest civil wars, Peter Dut and Santino Chuor survived lion attacks and militia gunfire to reach a refugee camp in Kenya. From there, they were chosen to come to America. Safe at last from physical danger and hunger, they confront the abundance and alienation of America.

"Fascinating! Getting an audience so caught up is no small feat; it is a tribute to the directors' storytelling."

— Elvis Mitchell, *The New York Times*

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415-575-9988
info@LostBoysFilm.com

FUNDED BY

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Produced in association with American Documentary, Inc. and ITVS with funding provided by the Corporation for Public Broadcasting



MAID IN AMERICA

Producers: Kevin Leadingham and
Anayansi Prado
Director: Anayansi Prado

www.impactofilms.com

They clean other people's homes and raise other families' children, often leaving their own families behind. **Maid in America** offers an intimate look into the lives of three Latina immigrants working as nannies and housekeepers in Los Angeles—three of the nearly 100,000 domestic workers living in that city today. A rare view into an increasingly common scenario, this film explores the globalization of motherhood and offers insight into the immigrant experience.

"They might mostly be invisible people in our society but not underappreciated (and not overpaid at about \$5 an hour). What's vital to know is that they, too, keep their eyes on that elusive prize called the American Dream."

— Irv Letofsky, *Hollywood Reporter*

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212-925-0606
www.wmm.com

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THE DIVIDE (FROM MATTERS OF RACE SERIES)

Executive Producer: Orlando Bagwell
Program Producer: John Valadez

www.pbs.org/mattersofrace/prog1.shtml

Ten years ago, Siler City, North Carolina was a black and white town of segregated communities with a shared geography and an unsettled history. This quiet, rural southern town is a "laboratory" for the national transformation

that is fundamentally altering America's sense of itself. What happens when white people and white culture no longer dominate? This film explores power and identity in small-town America.

"The questions raised are powerful; the answers provided are few. The only remedy is an ongoing discussion. Clearly, this is the American story: It's what we were talking about before 9-11, it's what we'll be talking about long after."

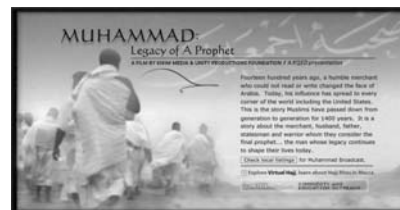
—The Sun-Sentinel

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The Nathan Cummings Foundation
The Independent Television Service



MUHAMMAD: LEGACY OF A PROPHET

Producers: Kikim Media and Unity Productions Foundation

www.kikim.com/xml/projects.php?projectId=4

www.upf.tv/projects/muhammad.php

Muhammad: Legacy of a Prophet tells the story of the seventh-century prophet who changed the world history in 23 years and continues to shape the lives of more than 1.2 billion people. The film

takes viewers not only to ancient Middle Eastern sites where Muhammad's story unfolds, but into the homes, mosques, and workplaces of some of America's estimated seven million Muslims to discover the many ways in which they follow Muhammad's example.

"...the documentary is well worth watching both as the first serious attempt to tell the story of Muhammad on television and also as a testimony to the hypersensitivity of our times."

— **Alessandra Stanley**, *The New York Times*

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RECALLING ORANGE COUNTY

Producer/Director: Mylène Moreno

Reflecting on her experience growing up as the daughter of immigrants in California's Orange County, documentary filmmaker Mylène Moreno follows a fierce battle against a controversial immigrant rights activist there. She discovers as much division within the Latino community as between the traditional establishment and the county's increasingly vocal newcomers.

"...stimulates a lot of rich discussion about how structure shapes agency or who has the power to determine educational policy and, more importantly, what it means to be American in our country... Very provocative..."

— **Gordon Suzuki, Ed.D.**
**Graduate School of Education
and Information Studies
University of California, Los Angeles**

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323-512-4677
info@souvenirpictures.com
www.souvenirpictures.com

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TEENS IN BETWEEN

Producer/Director: Debbie Brodsky

www.mhznetworks.org/teensinbetween/

Teens in Between takes an intimate look at the challenges and triumphs of recent immigrant teens. This documentary follows the stories of five students from Somalia, Honduras, Egypt, and Vietnam, as they struggle to make it through a year of high school in America.

"A fascinating and candid look at America's newest teens."

— **Patricia Brennan**,
Washington Post TV Week

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www.mhznetworks.org

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THE NEW AMERICANS

*Executive Producers: Steve James
and Gordon Quinn*
Series Producer: Gita Saedi

[www.pbs.org/independentlens/
newamericans/newamericans.html](http://www.pbs.org/independentlens/newamericans/newamericans.html)

The New Americans follows four years in the lives of a diverse group of contemporary immigrants and refugees as they journey to start new lives in

America. The detailed portraits—woven together in the seven-hour miniseries—present a kaleidoscopic picture of immigrant life and a personal view of the new America.

"Always compelling and frequently heart-wrenching..."

— **Jabari Asim**, *The Washington Post*

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RAIN IN A DRY LAND

Producer/Director: Anne Makepeace

Rain in a Dry Land is a portrait of two remarkable families, refugees from Somalia, who find new homes in urban America. The film captures their struggles, their triumphs, their poetry, their humor, and their amazing resilience as they show us our world through new eyes. It was nominated for the Social Justice Award at the 2006 Santa Barbara International Film Festival.

"Rigorously intimate and disarmingly affectionate, Rain in a Dry Land is in the forefront of the current crop of immigration chronicles... Makepeace never reduces [the families] to devices or symbols or anything less than human beings caught in the cross-hairs of global politics."

— John Anderson, *VARIETY*

FOR MORE INFORMATION

Anne Makepeace
Makepeace Productions
917-674-1933

RaininaDryLand@aol.com

FUNDED BY

The Ceil and Michael Pulitzer Foundation
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ITVS/CPB
Ford Foundation
P.O.V.

THE SIXTH SECTION

Producer/Director: Alex Rivera

www.sixthsection.com

The Sixth Section tells the story of how immigrants in America are organizing—and finding political and economic power in the places they've left behind. *The Sixth Section* is the first film to depict the transnational "hometown association" movement.

"This is a deftly choreographed, startlingly personal film...an important first look at a whole world that is still too invisible to those outside it."

— Angela Jamison, *UCLA Labor Center*

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212-253-6273
info@subcine.com

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WORLDS APART

Producers: Maren Grainger-Monsen, M.D. and Julia Haslett

<http://medethicsfilms.stanford.edu/>

Worlds Apart is a series of four short films that explore cultural conflicts over medical treatment. Each film follows one patient and his or her family—Afghan, Laotian, African-American, and Puerto Rican—faced with critical medical decisions as they navigate their way through the U.S. health care system.

"Worlds Apart is unique among films on cross-cultural health because it is a film showing real people. Real people are so much more powerful than actors; it is much more believable and emotionally charged."

— Suganya Sockalingam, *National Center of Cultural Competence*

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JOURNEY TO THE HOMELAND

These films, which follow immigrants or the children of immigrants back to their homelands, can be wonderful catalysts for exploring issues of identity, transnationalism, and our increasingly global lives. They can help connect U.S. immigration to the international phenomenon of migration.

DAUGHTER FROM DANANG

Producer: Gail Dolgin
Directors: Gail Dolgin and Vicente Franco

www.daughterfromdanang.com

In 1975, as the Vietnam War was ending, thousands of orphans and Amerasian children were brought to the United States as part of "Operation Babylift." *Daughter from Danang* tells the story of one of these children and her Vietnamese mother, reunited after 22 years.

"Quite simply one of the best and most profound documentaries I have seen in years....splendid!"

— John Petrakis, *Chicago Tribune*

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www.ShopPBS.org

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DISCOVERING DOMINGA

Producer/Director: Patricia Flynn
Co-producer: Mary Jo McConahay

www.discoveringdominga.com

Living in Iowa, Denese Becker was haunted by memories of her Mayan childhood. A quest for her lost identity in Guatemala turns into a journey of political awakening that reveals a genocidal crime and the still-unmet cry for justice from the survivors.

"History can be especially compelling when it's personal. Witness the latest film in the P.O.V. series, the story of an Iowa woman's return to the scene of a 1982 Guatemalan massacre that claimed her parents."

— Josh Friedman, *Los Angeles Times*

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THE FLUTE PLAYER

Producers: Jocelyn Glatzer and
Christine Courtney
Director: Jocelyn Glatzer

www.thefluteplayer.net

Arn Chorn-Pond was just a boy when the Khmer Rouge regime overran Cambodia and turned his country into a ghastly land of "killing fields." Now, after living in the United States for 20 years, Arn journeys back to Cambodia as he seeks out surviving master musicians and faces his war-torn past.

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MY JOURNEY HOME

Executive Producers: Jeff Bieber
and Renee Tajima-Pena
Producers: Renee Tajima-Pena and
Lourdes Portillo

[www.pbs.org/weta/myjourneyhome/
journey/](http://www.pbs.org/weta/myjourneyhome/journey/)

My Journey Home traverses the conflicted, cultural landscape of the United States through the perspective of new American voices known and unknown. Traveling back to Nigeria, Vietnam, Mexico, and the American Southwest, they delve into their personal histories of buried pasts, a missing father, and mixed heritages.

"Journey looks at more than cultural identities; it's interested in personal and family ones as well. This all-encompassing approach is what gives it its bite."
— TV Guide

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PASAJERO, A JOURNEY OF TIME AND MEMORY

Producer: Eugene Rodriguez
Director: Ricardo Braojos

www.pasajero.info

Pasajero, A Journey of Time and Memory is the story of a group of young Mexican-American musicians who accompany their mariachi maestro on his homecoming to Mexico. Together they perform a forgotten style of roots mariachi music and dance and meet people who embody the spirit of old Mexico.

"Pasajero successfully combines music with storytelling, creating a tale of a forgotten Mexican tradition told by the folks who lived it and the young people struggling to reclaim their heritage."

— Les Blank, documentary filmmaker



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www.pasajero.info

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REFUGEE

Producer/Director: Spencer Nakasako

www.refugeethemovie.com

For Mike Siv, the trip begins innocently enough. "Me and my homies, David and Paul, we're going to Cambodia. We'll see the sights, visit family, have some fun." These three young refugees, raised on the streets of San Francisco's tough Tenderloin district, head back to Cambodia for the first time, and they will never be the same.

"...a vivid sense of personal adventure . . . sports considerable dynamism, narrative oomph and emotional directness."

— Dennis Harvey, *VARIETY*

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SENTENCED HOME

Producers/Directors: David Grabias
and Nicole Newnham

Sentenced Home tells the personal stories behind the ongoing deportations of Cambodian-Americans as a result of post-9/11 U.S. immigration policy. The documentary follows three deportees' sagas full-circle—from birth in the Killing Fields, to their youth on America's mean streets, to an unwilling return decades later—while exploring the social, cultural, and historical reasons for the deportees' fate.

"...a bracing account of three Cambodian Americans—"children of the Khmer Rouge"—who came to this country as refugees and have now, under new rules enforced by the callous Immigrant Responsibility Act of 1996, been deported to a nation they do not remember."

—Anthony Kaufman, *The Village Voice*

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323-661-4700
sentencedhome@sbcglobal.net

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PROFILES



90 MILES

Producer/Director: Juan Carlos Zaldivar

90 Miles is a feature documentary about how the relationships within a Cuban family are shaped by the rift between the United States and Cuba and the immigration process. It is a film about the effects of immigration, a struggle for identity, and what happens to people around the world because of politics.

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415-703-8650
www.frameline.org

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MAI'S AMERICA

Producer/Director: Marlo Poras

A spunky, mini-skirted daughter of Ho Chi Minh's revolution leaves cosmopolitan Hanoi on a high-school exchange program and finds an America she never dreamt existed when she lands in rural Mississippi.

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www.wmm.com

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LOS TRABAJADORES

Producer/Director: Heather Courtney

Through the stories of two men, Ramon and Juan, and through the controversy surrounding the relocation of a day-labor site from downtown to a residential neighborhood, **Los Trabajadores** examines the misconceptions and contradictions inherent in America's paradoxical history of both dependence on and discrimination against immigrant workers.

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www.newday.com

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SEARCHING FOR ASIAN AMERICA

Series Producer: Donald Young

www.pbs.org/searching/

Through intimate profiles of individuals and communities from across the country, this 90-minute program serves up a taste of what it's like to be Asian American in today's ever-changing United States. Hosted by popular *Today* show host Ann Curry.

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NEW & COMING ATTRACTIONS

In this section, we identify documentaries currently in production that tackle wide-ranging immigration and immigrant integration issues. Keep an eye out for these works-in-progress suggested by colleagues in immigration, filmmaking, and philanthropy.

A DREAM IN DOUBT

Producer: Tami Yeager

A Dream in Doubt is a one-hour documentary about post 9/11 hate crimes against Sikhs in Phoenix. Balbir Singh Sodhi was the first American killed in the backlash against “Arab-looking” Americans after 9/11. This program tells the story of his murder and other recent hate crimes.

For more information:

718-388-9258
projectbacklash@yahoo.com

CROSSING ARIZONA

Executive Producer: Joel Pomeroy

Crossing Arizona is an up-to-the-moment look at the hotly debated issues of illegal immigration and border security on the U.S.-Mexico border.

For more information:

Rainlake Productions
212-343-0777
joel@rainlake.com
www.rainlake.com
www.crossingaz.com

DASTAAR

Producer/Director: Kevin Lee

Dastaar: Defending Sikh Identity presents the struggle of the Sikh American community against discrimination and violence caused by ignorance of the dastaar, the turban which is an essential symbol of the Sikh faith.

For more information:

alsolikelife@yahoo.com
www.alsolikelife.com/Filminformation/
dastaar.html

FRUITS OF WAR

Director: Josiah Hooper

Fruits of War tells the story of three young men—Alex, Bullet, and Weazel—who were deported to El Salvador for crimes committed while involved in Los Angeles street gangs. The film chronicles

their lives as child refugees fleeing a violent civil war and as social pariahs after they are sent back to El Salvador. They find acceptance among poor Salvadoran youth who idolize them and form new branches of Los Angeles’ two most violent gangs. Alex, Bullet, and Weazel reform their lives and try to help halt the spread of gang violence in Central America, but this work puts them in the line of fire of warring gang members and reemerging death squads.

For more information:

josiah@therake.com
www.fruitsofwar.com

GOLDEN VENTURE

Producer: Peter Cohn

Golden Venture tells the story of four Chinese immigrants who came to the United States on the freighter Golden Venture, which ran aground off New York City in 1993. The INS rounded up the survivors and locked them in prisons where some languished for four years. *Golden Venture* is a global epic played out in the shadow of national politics.

For more information:

Hillcrest Films
212-799-6788
pccohn@yahoo.com
www.goldenventuremovie.com

GRASSROOTS RISING

Executive Producer: Linda Mabalot
Producers: Leslie A. Ito & Robert C. Winn

Grassroots Rising is an evocative exploration of Asian Pacific Islander working families in Los Angeles. The film weaves together powerful interviews, live-action footage, and the voices of low-wage Asian immigrants at the forefront of worker-led movements to build a just community in Los Angeles.

For more information:

213-680-4462
leslie@vconline.org
www.grassrootsrising.com

THE GUESTWORKER

Producers/Directors: Cynthia Hill and Charles Thompson

The Guestworker profiles 66-year-old Candelario Gonzales Moreno who has been coming to the United States from Mexico for 40 years to harvest our crops and provide for his family. Without benefits, without retirement, he battles against the elements, his own age, and the backbreaking work, returning to the same farm year after year as *The Guestworker*.

For more information:
919-682-6795
filmworks@docsouth.com
www.docsouth.com



LETTERS FROM THE OTHER SIDE

Producer/Director: Heather Courtney

Letters from the Other Side interweaves video letters carried across the U.S.-Mexico border by the film's director with the personal stories of women left behind in post-NAFTA Mexico. The filmmaker speaks directly with her subjects through her unobtrusive camera, providing a look at the lives of the people who are most affected by today's immigration and trade policies.

For more information:
512-565-1628
heathercourtney@earthlink.net
www.sidestreetfilms.com

MADE IN L.A.

Producers: Almudena Carracedo and Robert Bahar
Director: Almudena Carracedo

Made in L.A. documents the lives, struggle, and personal transformation of three Latina immigrants working in garment factories in Los Angeles. Through their stories, filmed over three years, *Made in L.A.* artfully reveals the challenges facing immigrants and explores the ever-changing impact of globalization on their lives.

For more information:
rbahar10@yahoo.com
www.madeinla.com

MAQUILAPOLIS

Producer/Director: Vicky Funari

Maquilapolis is a documentary by and about workers in Tijuana's assembly factories, the maquiladoras. The project is a collaboration among the filmmaker, artist Sergio De La Torre, and Tijuana women's organization Grupo Factor X.

For more information:
707-557-0946
vixfunari@earthlink.net
www.maquilapolis.com/project_eng.html

MY AMERICAN DREAM

Producers/Directors: Michael Camerini and Shari Robertson

Demographics, globalization, and global terrorism all have turned the process of shaping U.S. immigration policy into a unique, and in many ways profound, national drama. **My American Dream** will be a multipart television series following a wide-ranging group of participants in the struggle to reshape immigration policy in post-9/11 America.

For more information:
The Epidavros Project, Inc.
postmaster@epidavros.org
www.wellfoundedfear.org

NEW YEAR BABY

Producer/Director: Socheata Poeuv

Born in a Thai refugee camp on Cambodian New Year, Socheata grew up in the United States never knowing that her family had survived the Khmer Rouge genocide. In **New Year Baby**, she embarks on a journey to Cambodia in search of the truth and why her history had been buried in secrecy for so long.

For more information:
917-538-9644
soch@roguish.com
www.newyearbaby.net

STRUGGLE & FLOW: IN NINE TRACKS

Producer/Director: Mike Siv

The film portrays Prach Ly's life from his birth in a concentration camp in Cambodia, to his escape to Thailand, to his growing up in the housing projects of Long Beach, and ultimately, to his trying to make it as a Cambodian rapper.

For more information:
tongsiv@yahoo.com

WHOSE CHILDREN ARE THESE?

Producer/Director: Theresa Thanjan

Whose Children Are These? provides a glimpse into the post 9/11 world of three youngsters affected by the federal policy of Special Registration and prejudice. The film tells the stories of three Muslim youth: an honors student whose father was put into a detention center, a popular high-school athlete who confronts pending deportation, and a youngster who finds a new life's calling to combat bias crimes in New York City as a youth activist.

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History of U.S. Immigration Law and Policy

The history of U.S. immigration reflects the social, economic, and political climate of the time. It also illustrates the nation's ongoing ambivalence about immigration, as well as offers insights on the role of race, prejudice, fear, and nativism in shaping U.S. immigration policy. This section provides a quick overview of U.S. immigration law and policy from the 1700s to May 2006.

"Yes, we need to control our borders. No one argues with that... But we don't need ballot initiatives that make people think we want them to abandon their hopes because some of us don't believe the American Dream is big enough to share anymore."

—Senator John McCain, R-AZ, 2005

"We can't strengthen our nation's borders by strangling our nation's economy."

—Representative John Boehner, R-OH

December 2005

HISTORY OF U.S. IMMIGRATION LAW AND POLICY

- 1790:** Congress passed a law allowing naturalization for “free white persons.” This racial requirement remained in effect until 1952, although naturalization was opened to immigrants from certain Asian countries in the 1940s.
- 1798:** The passage of the Aliens and Sedition Acts authorized the President to deport any foreigner deemed to be dangerous.
- 1882:** Passage of the Chinese Exclusion Act codified racism into federal law, denying citizenship for Chinese immigrants and suspending their entry into the United States. It was not repealed until 1943.
- 1906:** The ability to speak and understand English became a requirement for naturalization.
- 1917:** Congress designated Asia as “a barred zone,” prohibiting immigration from all Asian countries except Japan and the Philippines.
- 1919:** The Palmer Raids resulted in the deportation of 10,000 labor and immigrant activists.
- 1921-1930:** Thousands of Mexican workers, including many U.S. citizens, were deported.
- 1924:** The Johnson-Reed Act created a new national-origins quota system favoring immigrants from northern Europe and banning immigration by persons “ineligible to citizenship,” a provision that primarily affected the Japanese.
- 1942-1945:** The United States interned 120,000 Japanese Americans.
- 1942-1964:** The “Bracero” guestworker program, begun to meet wartime labor shortages, brought close to five million farmworkers, predominantly Mexicans, to the United States.
- 1954:** Operation Wetback deported more than 1.1 million Mexican immigrants.
- 1965:** Thanks to the Civil Rights Movement of the 1960s, the 1965 Immigration Act eliminated race-based admission criteria and instituted ones based on the would-be immigrant’s skills, profession, or relationship to family in the United States.
- 1975:** Congress passes legislation to permit the resettlement of Southeast Asian refugees in the aftermath of the Vietnam War.
- 1986:** The Immigration Reform and Control Act granted amnesty to about three million undocumented immigrants and instituted sanctions for employers who hire undocumented workers.
- 1995:** California voters approved Proposition 187 to prohibit undocumented immigrants from accessing publicly funded education, welfare, and health services. The proposition was later found to be unconstitutional.
- 1996:** Three acts of Congress—welfare reform, immigration reform, and anti-terrorism legislation—significantly reduced immigrants’ access to social safety-net programs, toughened border enforcement, closed opportunities for undocumented immigrants to legalize their status, made it difficult to gain asylum, stripped many due-process rights, reduced access to the courts, and greatly expanded grounds for deportation.
- 2001:** Shortly after the attacks of September 11, 2001, Congress passed the USA PATRIOT Act, giving the federal government, among other things, broad powers to indefinitely detain suspected terrorists. At least 1,200 South Asian and Middle Eastern men were swept up in government dragnets, detained without charge, and denied due-process rights. Few, if any, of these detainees were charged with involvement in terrorist activities.

2002: The Department of Homeland Security put in place “Special Registration” which required all non-immigrant males age 16 and older from 24 countries to report in person, register, and be fingerprinted. All but one of the countries targeted by this program were those with large Muslim populations. An estimated 13,000 men were placed in deportation proceedings during the first year of this program. Although it was terminated, Special Registration was the most visible and systematic government-instituted program to detain members of specific ethnic groups in the United States since the internment of Japanese Americans during World War II.

2005: Congress passed the REAL ID Act, raising the standard for political asylum seekers, creating additional grounds for deporting immigrants, and restricting the issuance of driver’s license and state ID documents to certain categories of immigrants. More than 150 anti-immigrant bills were introduced in 30 states, although few bills were eventually enacted into law. Arizona, Virginia, and Arkansas adopted anti-immigrant laws that target vulnerable populations, including undocumented immigrants, day laborers, and low-income families. Arizona’s Proposition 200, approved by the state’s voters, requires state and local government employees to report undocumented immigrants seeking publicly funded health and social services to federal immigration authorities.

2006: The State of Georgia passed the Georgia Security and Immigration Compliance Act. Under this state law, effective July 1, 2007, Georgia employers must use a federal database to verify their workers’ immigration status; recipients of most state benefits, including welfare and Medicaid, must prove their legal status; workers who cannot provide a Social Security number or other taxpayer identification are required to pay a six percent state withholding tax; corrections officials must report incarcerated undocumented immigrants to federal authorities; and local authorities are authorized to seek training to enforce federal immigration laws.

In spring 2006, as this report was being finalized, Congress debated immigration reform legislation. Some proposals focused strictly on strengthening border and other immigration enforcement, while others called for guestworker programs, opportunities for undocumented immigrants to earn legal status, and provisions to address the family-visa backlogs. Depending on the outcome of this debate, the political environment for immigrants could change dramatically in the upcoming years, possibly driving some immigrants deeper in the shadows or giving those who could benefit from any new laws the opportunity to become fully integrated into U.S. society.

SOURCES:

National Immigration Forum. 2005. *Immigration Basics 2005*. Washington, D.C.: National Immigration Forum.

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Cho, Eunice Hyunhye, et al. 2004. *BRIDGE: Building Race and Immigration Dialogue in the Global Economy*. Oakland, CA: National Network for Immigrant and Refugee Rights.

“My conception of what it means to be an immigrant rights activist is that one must also be involved in the integration side of the debate, in the huge question of whether there is economic and social mobility for today’s immigrants. The issues I care most about are what kind of life immigrants are going to be able to achieve in this country... I feel it is imperative that more people conceptualize their role in being pro immigrant as being pro school reform, pro health care access, and pro labor rights enforcement, among other things we need to think about to make strong, vibrant, healthy communities. When so many are struggling to move up, to provide for their families, how do we design policies that truly provide opportunity and a level playing field for everyone?”

—Margie McHugh, Senior Advisor
Migration Policy Institute, Washington, DC

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DEMOGRAPHIC TRENDS

Immigrant numbers and growth rates are significant.¹

- The foreign-born population in the United States tripled in the past four decades and currently totals about 37 million, or nearly 12 percent of the total population.

- By 2010, the foreign-born population is expected to increase to 43 million, or 13.5 percent of the total population.

But immigrants' percentage of the total U.S. population is below the nation's historic high.

- Proportionately, the United States is less a nation of immigrants now than a century ago, when nearly 15 percent of the population was foreign-born.²

- Many other countries have proportionately larger immigrant populations. For example, 17 percent of Canada's total population is foreign-born, as is 24 percent of Australia's.³

Immigrant settlement is shifting from traditional to new gateway states and from central cities to suburbs.

- In 2000, two-thirds of all the foreign-born lived in the traditional "big six" immigrant states (California, New York, Texas, Florida, Illinois, and New Jersey), down from three-quarters in the decades before 1995.⁴

- From 1990 to 2000, the foreign-born population grew by 145 percent in 22 "new growth" states, compared to 57 percent average growth nationwide.⁵

- The biggest growth between 1990 and 2000 occurred in the Southeast, Mountain, and Plains states, led by North Carolina (274 percent), Georgia (233 percent), Nevada (202 percent), Arkansas (196 percent), and Utah (171 percent).⁶

- The foreign-born averaged 25 percent of the population in central cities in 2000, with the highest percentages in Miami (60 percent), Los Angeles (40 percent), and San Francisco, San Jose, and New York (all above 35 percent).⁷

- More immigrants now live in suburbs (12.8 million) than in central cities (9.8 million).⁸

Fewer immigrants are from Europe; more are from Latin America and Asia.

- Sixty-six percent of legal immigrants were from Europe and Canada before the 1965 Immigration Act eliminated national origin quotas that favored European countries.⁹

- By 2004, European and Canadian immigrants had declined to 16 percent of all foreign-born, while a larger percentage of immigrants were from other countries: Mexico (31 percent), other Latin American countries (23 percent), Asia (26 percent), and Africa, the Middle East, and other regions (4 percent).¹⁰

SNAPSHOT OF THE FOREIGN-BORN IN THE UNITED STATES

| IMMIGRATION STATUS | TOTAL NUMBER (2005) | % OF TOTAL | ANNUAL (Federal fiscal year 2003) |
|---|------------------------|---------------|---|
| FOREIGN-BORN RESIDENTS | | | |
| Naturalized citizens: Lawful permanent residents in U.S. at least 3-5 years who have completed naturalization process. | 11.5 million | 31% | 555,000 LPRs became citizens |
| Lawful permanent residents (LPRs): Persons legally admitted to reside and work permanently in U.S.; most visas are granted through family relationships to relatives of citizens and LPRs (about 74% of total) and employment skills (12% of total). | 10.5 million | 28% | 651,000 LPR visas granted <ul style="list-style-type: none"> • 333,000 immediate relatives of U.S. citizens • 159,000 other relatives of citizens & LPRs • 87,000 other legal admissions, such as diversity visas • 82,000 employment visas |
| Refugees: Persons unable or unwilling to return to their country because of persecution or a well-founded fear of persecution; refugees are admitted overseas, and asylees apply in the U.S. Both may apply to become LPR after one year. Of the post-1980 refugee arrivals, 1.3 million are now LPRs, and 1.3 million are now naturalized citizens. | 2.6 million | 7% | 45,000 refugee/asylee visas granted |
| Temporary legal residents: Persons legally admitted for a specified purpose and a temporary period. | 1.3 million | 3% | 1.46 million temporary resident visas, including 662,000 students and dependents, and 798,000 temporary workers and dependents |
| Undocumented immigrants: Persons residing in the U.S. without legal permission. Estimated numbers: <ul style="list-style-type: none"> • 50-65% entered without inspection. • 25-40% overstayed visa. • 10% quasi-legal (e.g., Temporary Protected Status, asylum applicants, persons awaiting green card). | 11.1 million | 30% | An estimated 500,000 undocumented immigrants have entered the United States per year since 2000 |
| TOTAL FOREIGN-BORN RESIDENTS | 37 million | 100% | 2.6 million resident arrivals annually |
| VISITORS TO THE UNITED STATES | | | |
| Tourists | | | 24.4 million |
| Visitors for business | | | 4.2 million |
| TOTAL ANNUAL VISITORS | | | 28.6 million |

SOURCES:

Total numbers and percent foreign-born for 2005 and data on undocumented immigrants from Passel, Jeffrey S. 2006. *The Size and Characteristics of the Unauthorized Migrant Population in the U.S.* Washington, D.C.: Pew Hispanic Center. March.

Naturalization data for FY 2003 from Migration Policy Institute. 2005. *Backlogs in Immigration Processing Persist.* Washington, D.C.: Migration Policy Institute. June.

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TOP-TEN IMMIGRANT-SENDING COUNTRIES TO THE UNITED STATES

| 2004 | 1960 |
|-----------------------------|-------------------|
| 1. Mexico | 1. Mexico |
| 2. India | 2. Germany |
| 3. Philippines | 3. Canada |
| 4. China,-People's-Republic | 4. United Kingdom |
| 5. Vietnam | 5. Italy |
| 6. Dominican-Republic | 6. Cuba |
| 7. El Salvador | 7. Poland |
| 8. Cuba | 8. Ireland |
| 9. Korea | 9. Hungary |
| 10. Colombia | 10. Portugal |

TOP-TEN REFUGEE-SENDING COUNTRIES TO THE UNITED STATES IN 2004

- 1. Somalia
- 2. Liberia
- 3. Laos
- 4. Sudan
- 5. Ukraine
- 6. Caribbean
- 7. Cuba
- 8. Ethiopia
- 9. Iran
- 10. Moldova

TOP SOURCES OF UNDOCUMENTED IMMIGRANTS TO THE UNITED STATES

- 1. Mexico (57%)
- 2. Other Latin American countries (24%)
- 3. Asia (9%)
- 4. Europe and Canada (6%)
- 5. Africa and other (4%)

SOURCES:

United States. Department of Homeland Security. 2006. *Yearbook of Immigration Statistics: 2004*. Washington, D.C.: U.S. Department of Homeland Security, Office of Immigration Statistics.

Passel, Jeffrey S. 2006. *Size and Characteristics of the Unauthorized Migrant Population in the U.S.* Washington, D.C.: Pew Hispanic Center. March.

PATTERNS OF IMMIGRATION STATUS

Immigrants with legal status make up 70 percent of the U.S. foreign-born population.¹¹

Demographers estimate that in 2005:¹²

- Legal permanent residents were 32 percent of the foreign-born (11.8 million, including 1.3 million who arrived as refugees).
- Naturalized citizens were 35 percent (12.8 million, including 1.3 million who arrived as refugees).
- Temporary legal residents (such as students and temporary workers) were 3 percent (1.3 million).
- Unauthorized migrants were 30 percent (11.1 million).

Many immigrants are becoming citizens, but many more who are eligible face barriers to naturalization.

- The number of naturalized citizens almost doubled between the mid-1990s and 2002, from 6.5 to 11 million.¹³
- Although naturalization numbers and rates have increased, at least eight million immigrants are eligible to naturalize but have not.¹⁴
- Language is a major barrier: 60 percent of naturalization-eligible immigrants have limited proficiency in English.¹⁵
- Delays in immigration processing have increased waiting times for naturalization and green cards: Between 1990 and 2003, the number of applications pending approval increased by more than 1,000 percent, from 540,688 to 6.08 million.¹⁶
- Nevertheless, immigrants' interest in becoming U.S. citizens remains high.
 - In the first three months of 2006, the U.S. Department of Homeland Security received more than 185,000 naturalization applications, representing a 19 percent increase over the same period last year.¹⁷
 - In March 2006, the U.S. Citizenship and Immigration Services received a record 6.6 million hits on its website. The website received 2.2 million requests to download forms, including the N-400 for naturalization—a leap from 1.8 million requests in February.¹⁸

The undocumented population has increased since the mid-1990s.

- Annual arrivals of undocumented immigrants have exceeded legal admissions since the mid-1990s. Since 2000, legal admissions have averaged 610,000 a year and unauthorized entries have averaged 700,000 a year. In contrast, in the 1980s, legal admissions averaged 650,000 a year and unauthorized entries averaged 140,000.¹⁹

- As of March 2006, between 11.5 and 12 million undocumented immigrants resided in the United States, constituting 30 percent of all immigrants.²⁰

- Although the number of undocumented immigrants in the U.S. has grown, the rate of undocumented migration from Mexico has remained steady, as a percentage of the Mexico population, since 1980.²¹

Immigrants, regardless of their immigration status, are thoroughly woven into the fabric of American families and communities.

- Eighty-five percent of all immigrant families with children are mixed-status families, with at least one immigrant parent and one U.S. citizen child.²²
- Three-quarters of children in immigrant families are U.S. citizens.²³
- Two-thirds of the 4.9 million children with undocumented parents are U.S. citizens.²⁴

IMMIGRANTS IN THE U.S. ECONOMY

Immigrants are a significant, increasing percentage of the U.S. labor force growth.²⁵

- Immigrants constituted more than 50 percent of the overall growth in the labor force in the last decade.
- Between 1994 and 2004, the native-born labor force grew by 7 percent (118 million to 126 million), while the immigrant labor force grew by 66 percent (12.9 million to 21.4 million).
- Between 2000 and 2050, new immigrants and their children will account for 83 percent of the growth in the working-age population and 60 percent of total U.S. population growth.

Immigrants will fill workforce gaps created by aging native-born workers.

- By 2030, the percentage of the U.S. population over 65 will more than double, from over 12 to almost 20 percent, while the working-age and child population will shrink by 8 percent.²⁶
- Eighty percent of immigrants are working age, compared to 60 percent of the native-born.²⁷

Immigrants bring skills that meet the needs of the U.S. "hour-glass" economy, filling jobs at the high and low ends of the labor market.

- In 2000, the foreign-born accounted for 38 percent of scientists and engineers with doctorates and 29 percent of those with master's degrees.²⁸
- Among computer scientists and mathematicians, half of all doctorate holders and one-third of master's degree holders were foreign-born.²⁹
- From 1996 to 2002, the foreign-born constituted 27 percent of the growth in doctors, scientists, and teachers.³⁰
- Immigrants from countries outside of Mexico and Central America are more likely to have completed college or graduate school (43 percent) than native-born workers (32 percent).³¹

- The foreign-born in lower-skilled occupations include:³²
 - 41 percent of workers in farming, fishing, and forestry.
 - 33 percent of building and maintenance workers.
 - 22 percent of workers in food preparation/serving and construction/mining.
- Immigrants from Mexico or Central America are more likely than native-born workers to have less than a high school education (59 percent versus 6 percent).³³
- Nearly half of all immigrant workers earn less than 200 percent of the minimum wage, compared to one-third of native workers. The average low-wage immigrant worker earned \$14,400 in 2001.³⁴
- From 2004 to 2014, the greatest growth in U.S. jobs, in both numbers and percentage, will be at the upper and lower ends of the workforce. Professional occupations will gain 6 million jobs, representing a 21 percent increase. Service jobs will increase by 5.2 million, or 19 percent.³⁵

Immigration is stimulating growth in Asian-American and Latino businesses and buying power.

- Between 1997 and 2002, the number of Asian-American businesses grew 24 percent, and Latino businesses grew 31 percent, compared to 10 percent growth for all U.S. firms.³⁶
- Between 1990 and 2009, both Asian-American and Latino buying power will grow 347 percent, compared to a 158 percent increase in total U.S. buying power.³⁷
- By 2009, Asian-Americans and Latinos are projected to total 20 percent of the population and command almost 14 percent of U.S. buying power.³⁸

IMMIGRANT CHILDREN AND EDUCATION

Children of immigrants are one in five school-age children.³⁹

- From 1970 to 2000, children of immigrants increased from 6 percent to 19 percent of all school-age children, constituting 11 million of 58 million total U.S. children. About 75 percent of the children of immigrants are U.S. citizens.

- In 2000, 16 percent of all students in pre-kindergarten were children of immigrants, but only 2 percent were foreign-born. In the upper grades (6 to 12), children of immigrants were 19 percent of the total student population, while the foreign-born were 7 percent of the total.

Like immigrants overall, children of immigrants are concentrated in traditional gateway states, but their growth rates are highest in the new gateway states.⁴⁰

- In 2000, almost 70 percent of school-age children of immigrants lived in the six states with the largest immigrant populations: California, Texas, New York, Florida, Illinois, and New Jersey.

- In 2000, nearly half (47 percent) of California's students in PK to fifth grade were children of immigrants. Nine other states had percentages above the national average of 19 percent: Nevada, New York, Hawaii, Texas, Florida, Arizona, New Jersey, Rhode Island, and New Mexico.

- The highest growth in school enrollment of immigrant children was in new gateway states in the Southeast, Midwest, and interior West. Between 1990 and 2000, children of immigrants in PK to fifth grade grew most rapidly in Nevada (206 percent), followed by North Carolina (153 percent), Georgia (148 percent), and Nebraska (125 percent).

Many Latino and Asian-American children of immigrants are English Language Learners (ELL) and low-income.⁴¹

- In 2000, 53 percent of the children of immigrants were Latino, and 18 percent were Asian-American.

- Seventy-one percent of ELL children in elementary school were Latino, and 14 percent were Asian-American.

- Half of children of immigrants and two-thirds of ELL children are low-income.

Most ELL children are U.S.-born, but live in linguistically isolated families and attend linguistically segregated schools.⁴²

- In 2000, only about 3.5 million children of immigrants were ELL, out of a total 11 million.

- More than half of ELL students in 2000 were born in the United States.

- In 2000, six out of seven ELL children in grades one to five lived in linguistically isolated households; in secondary school, two out of three did so.

- ELL students are highly concentrated in linguistically segregated schools, with half attending schools where 30 percent or more of their fellow students are also ELL.

- Seventy percent of ELL students are enrolled in only 10 percent of the nation's schools.⁴³

LANGUAGE ACQUISITION

English acquisition rates are high among immigrants who come to the United States as children and rise across the generations.⁴⁴

- Almost 80 percent of first-generation (foreign-born) children from Mexico and 88 percent from China speak English “well” or “very well.”

- Among the second generation, 92 percent of Latinos and 96 percent of Asians are English proficient and many are bilingual in their mother tongue (85 percent of second-generation Latinos and 61 percent of second-generation Asians).

- By the third generation, 72 percent of Latinos and 92 percent of Asians speak English only.

High rates of immigration have increased the number of recently arrived, first-generation adults with limited English skills.

- In 2002, among adults aged 18 to 64, over 17 million immigrants spoke English very well, over 7 million spoke it well, close to 6 million did not speak it well, and more than 2.5 million did not speak English at all.⁴⁵

- Many limited English proficient (LEP) adults are relatively recent immigrants, with 60 percent arriving in the United States over the past ten years.⁴⁶

- In 2000, about 2 out of 3 working-age adults (ages 18-55) who did not speak English at home were foreign-born (19 million of 29.4 million).⁴⁷

- In 2000, about 9 out of 10 working-age adults who were very limited English proficient¹⁰ were foreign-born (6.5 million of 7.4 million).⁴⁸

- In 2000, among the LEP immigrants:⁴⁹

- One-third arrived in the United States since 1995, and 59 percent arrived since 1990.

- More than half (57 percent) were from Mexico.

- Three-quarters spoke Spanish at home. Fourteen percent spoke Asian languages.

- Half had a ninth-grade education or less.

- Sixty-two percent had children, compared to 36 percent of all U.S. households.

English ability is linked to higher wages and economic opportunities.

- Nearly two-thirds of low-wage immigrant workers do not speak English proficiently.⁵⁰

- Immigrants who speak English fluently may earn 17 percent more than those who do not, after adjusting for socioeconomic factors such as education and work experience.⁵¹

- In 1999, only 26 percent of refugees who did not speak English were employed, compared with 77 percent of those who spoke English well or fluently.⁵²

LEP speakers face additional barriers to economic mobility and integration.

- Almost half of LEP adults have nine years or less of education, and 64 percent do not have a high school degree.⁵³

- LEP workers in Los Angeles and New York were twice as likely as other immigrant workers to lack legal status.⁵⁴

- About 60 percent of permanent residents eligible to become citizens may have difficulty taking the naturalization exam because they are limited in English.⁵⁵

The demand for English classes far exceeds the supply.

- In 2002-2003, nearly 1.2 million adults attended English-as-a-Second-Language (ESL) classes, representing 43 percent of all enrollees in adult education.⁵⁶

- Shortages of ESL courses exist in many other communities.⁵⁷ For example, Massachusetts has more than 180,000 residents on waiting lists for ESL classes, with an average wait of six months to two years.⁵⁸

IMMIGRANTS' ACCESS TO INSURANCE AND HEALTH CARE

Significant numbers of immigrants are uninsured.

- In 2003, between 43 to 52 percent of all non-citizens were uninsured, compared with only 15 percent of native-born citizens and 21 percent of naturalized citizens.⁵⁹

- Low-income non-citizens are the most likely to be uninsured: Among low-income adults, 70 percent of Latino non-citizens lacked insurance in 1999, compared to 34 percent of low-income Latino citizens and 28 percent of low-income white citizens.⁶⁰

- Children's insurance rates are affected by their own status as well as that of their parents: Among low-income Latinos, 74 percent of non-citizen children lacked health insurance in 1999, compared to 30 percent of citizen Latino children with non-citizen parents and 17 percent of citizen Latino children with citizen parents.⁶¹

- Approximately 4.5 million legal immigrants who have arrived in the United States after the 1996 welfare law are effectively barred from receiving federally funded health insurance until they become citizens.⁶²

Immigrants have limited access to health care.

- In 1997, 37 percent of low-income non-citizens reported not having a usual source of care, compared to 19 percent of the low-income native-born.⁶³

- Non-citizens are more likely to be without a usual source of care and less likely to go to emergency rooms than citizens. On average, non-citizen children had fewer medical, dental, and mental health visits than citizen children.⁶⁴

- In 2000, over 25 percent of adult Mexican immigrants had not seen a doctor in the previous two years, about four times the rate for non-Hispanic whites.⁶⁵

- In 2000, 48 percent of Mexican immigrants ages 18-64 had no usual source of health care, and 58 percent had no health insurance. In contrast,

14 percent of U.S.-born, non-Hispanic whites had no usual source of care, and 14 percent were uninsured.⁶⁶

- In 2000, half of adult Mexican immigrants with no usual source of care and no health insurance had not seen a doctor in the previous two years.⁶⁷

Language presents a significant barrier to health care.

- Immigrants who lack English proficiency are less likely to be insured: Among low-income adults, 72 percent of non-citizen Latinos who spoke primarily Spanish lacked insurance, compared to 55 percent of non-citizen Latinos who spoke primarily English and 28 percent of white citizens.⁶⁸

- Federal law requires states, counties, and private health providers that receive federal funds to make reasonable efforts to provide language assistance to LEP individuals.⁶⁹

- Only eleven states have taken advantage of federal reimbursement to pay for language services for their Medicaid and State Children's Health Insurance Programs (SCHIP), though some states are in the process of developing pilot projects.⁷⁰

States vary in their use of state funding to cover immigrants and their children.⁷¹

- As of 2004, 22 states and the District of Columbia were using state funds to provide health coverage to some or all of the low-income documented immigrant children and pregnant women who lost federal coverage in the 1996 welfare law.

- About two-thirds of these states also cover seniors, people with disabilities, and the parents of immigrant children.

- Seven states also use federal SCHIP funds to cover prenatal care for all women, regardless of immigration status.

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Glossary of Terms

This section provides a brief explanation of major immigration and immigrant integration terms utilized in this report and in the field. The terms are organized in alphabetical order for easy reference.

TERMS

| | |
|------------------|---|
| 1.5 generation | Language access |
| Acculturation | Lawful Permanent Resident |
| Alien | LEP |
| Americanization | Melting Pot |
| Assimilation | Migrant |
| Asylee | Nativism |
| Bicultural | Newcomer |
| Bilingual | Newcomer program |
| Citizen | Non-Immigrant |
| ELL | Receiving country |
| English Plus | Refugee |
| English-Only | Second generation |
| ESL | Segmented assimilation |
| First generation | Sending country |
| Foreign-born | Social capital |
| Gateway | Transnational |
| Globalization | Undocumented immigrant |
| Guestworker | Vocational English as a Second Language (VESL) |
| Human capital | Workforce development |
| Immigrant | |
| Inclusion | |
| Incorporation | |
| Integration | |

GLOSSARY

1.5 generation. Children born abroad but brought to the receiving society before adolescence; sometimes treated as “second generation” in sociological studies because these immigrants’ language proficiency, educational levels, and other characteristics resemble those of the second generation.

Acculturation. Process through which immigrants are expected to learn the cultural patterns of the country of immigration, e.g., its language, cultural values, and practices. Some observers criticize the concept for assuming that the receiving society is culturally homogenous and that immigrants must relinquish their own ethnic group culture to integrate successfully.

Alien. Any person not a citizen or national of the United States.

Americanization. A movement of often forced adoption of U.S. cultural practices and the English language that flourished in the United States during and immediately after World War I; equated assimilation with acculturation in the Anglo-conformity mode. Contrast with “melting pot.”

Assimilation. Incorporating immigrants and refugees into the receiving society through an often multi-generational process of adaptation. The initial formulation of assimilation posited that both immigrants and host society adapt to each other, but the term has come to be associated with immigrants’ relinquishing their linguistic and cultural characteristics in order to become part of the economic and social structure of mainstream society.

Asylee. Person admitted to the United States because they are unable or unwilling to return to their country of nationality due to persecution or a well-founded fear of persecution based on their race, religion, membership in a social group, political opinion, or national origin. Asylees apply when already in the United States or at a point of entry. They may apply for permanent resident status one year after being granted asylee status. In this report, the more general term “immigrant” is used to encompass asylees unless the term “asylee” is more appropriate to a particular context.

Bicultural. Identifying with the cultures of two different language groups. To be bicultural is not necessarily the same as being bilingual.

Bilingual education. An educational program in which two languages are used to provide content matter instruction.

Bilingual. The ability to use two languages; bilingual persons may have varying proficiency across the four language dimensions (listening, speaking, reading, and writing). People may become bilingual either by acquiring two languages at the same time in childhood or by learning a second language sometime after acquiring their first language.

Citizen. Person who owes allegiance to a nation state and is entitled to its protection and to exercise rights of membership, such as voting. Under U.S. law, citizens include persons born in the United States or its territories, certain persons born abroad to a U.S. citizen, and non-citizens who become citizens through naturalization.

ELL. English language learners (ELLs) are children whose first language is not English and who are in the process of learning English; sometimes referred to as English learners (EL). Also see limited English proficient (LEP).

English plus. A movement based on the belief that all U.S. residents should have the opportunity to become proficient in English plus one or more other languages.

English only. An umbrella term that is used to refer to different federal and state legislative initiatives and various national, state, and local organizations, all of which involve the effort to make English the official language of the United States. The initiatives and organizations vary in the degree to which they promote the suppression of non-English languages.

ESL. English as a second language (ESL) is an educational approach to teach non-English speakers in the use of the English language. For primary and secondary students, ESL instruction is based on a special curriculum that typically involves little or no use of the native language, focuses on language (as opposed to content), and is usually taught during specific school periods. For the rest of the school day, students may be placed in mainstream classrooms, an immersion program, or a bilingual education program.

First generation. Immigrants who are born outside of the receiving country (e.g., who are foreign-born). See also “1.5 generation” (immigrants born abroad but brought to the United States while still children).

Foreign-born. The Census considers anyone not born a U.S. citizen to be foreign-born. The foreign-born include immigrants who have become citizens (through naturalization) or who have any of the variety of immigration statuses (e.g., legal permanent resident, refugees/asylees, temporary legal residents, or undocumented).

Gateway. The place of immigrants’ first settlement. Historically, immigrants settled in major port cities, such as New York, Boston, Chicago, and San Francisco; these major settlement areas are referred to as “traditional gateways” or “historic gateways.” In the 1990s, immigrants dispersed to new settlement areas such as North Carolina, Georgia, Nevada, and Utah; such states are often referred to as “new gateways” or “new immigrant destinations.”

Globalization. Increased global interdependence among peoples and countries, globalization is characterized by increased international trade, investment, and migration as well as greater technological and cultural interchange. The first era of globalization occurred in the nineteenth century with rapid increases in international flows of goods, capital, and labor. After retrenchment during World War I and the Great Depression, the second era

of globalization is considered to have begun with the rise of trade and other elements of international exchange after World War II.

Guestworker. A person legally admitted to work for a temporary period of time, usually to fill labor shortages and without options to remain legally. U.S. immigration law contains several numerically limited non-immigrant temporary worker categories, including agricultural workers, nurses, and persons of extraordinary ability or achievement in the sciences, arts, education, business, or athletics.

Human capital. A person’s knowledge and abilities, such as educational level, literacy, and work experience; human capital is correlated with socio-economic position and mobility.

Immigrant. A person who leaves his or her country to settle permanently in another country. In U.S. immigration law, immigrant refers to all aliens in the United States who have not been admitted under one of the law’s non-immigrant categories. In this report, “immigrant” is the general term used to describe persons born abroad who have come to settle in the United States, regardless of their immigration status or whether they have become U.S. citizens.

Inclusion. Process by which immigrants become participants in particular sub-sectors of society, such as education, labor market, or political representation. Emphasizes active and conscious efforts by both public agencies and employers as well as immigrants themselves; meant to contrast with exclusion or social exclusion.

Incorporation. Used by some social scientists seeking a neutral term to refer to the process by which immigrants become part of a society, in an attempt to avoid normative implication sometimes associated with terms such as “assimilation.”

Integration. A dynamic, two-way process in which newcomers and the receiving society work together to build secure, vibrant, and cohesive communities. Emphasis on the two-way process of change by both immigrants and members of receiving society contrasts with alternative use of term “integration” to signify one-way process of adaptation by immigrants to fit in with a dominant culture.

Language access. Signifies efforts by public agencies and the private sector to make their programs, services, and products more accessible to persons who are not proficient in English, through use of translated materials, bilingual personnel, interpreters, and other means. Federal agencies and recipients of federal funds are obligated to take reasonable steps to provide meaningful language access to their programs and activities to persons who are limited English Proficient, or risk violating the prohibition against national origin discrimination under Title VI of the 1964 Civil Rights Act and other laws.

Lawful Permanent Resident (LPR). An alien who has been legally admitted to reside and work permanently in the United States; the LPR visa is often called a “green card” (even though the cards are no longer green).

Limited English Proficient (LEP). A term used to describe people who are not fluent in English. Definitions of this term are not always consistent across different contexts. The Census, government agencies, and many experts define LEP individuals to include anyone over the age of five who speaks English less than “very well”. LEP is also the term used by the federal government and most states and local school districts to identify those students who have insufficient English to succeed in English-only classrooms. In the K-12 school context, English language learner (ELL) or English learner (EL) is used increasingly in place of LEP.

Melting Pot. Metaphor for concept that traits of immigrants of different backgrounds and ethnicities converge with those of the native-born to forge a new, unified American identity. The term was popularized by Israel Zangwill, an English author and Jewish leader, whose 1908 play *The Melting Pot* featured a Russian Jewish immigrant who survived a pogrom and looked forward to a life in America free of ethnic divisions and hatred. Melting pot is sometimes contrasted with the cultural mosaic or “salad bowl” concept, where each “ingredient” retains its distinction while contributing to a successful final product.

Migrant. In the broadest sense, a person who leaves his or her country of origin to seek residence in another country. Often used in the United States to refer to migrant farmworkers and their families, who follow the seasonal harvest of crops for employment in agriculture.

Nativism. Nativism is a hostile reaction to immigrants, associated in American history with fears that new immigrants would inject political and cultural values at odds with the American way of life.

Newcomer program. In the public education system, a program that addresses the specific needs of recent immigrant students, most often at the middle and high school level, especially those with limited or interrupted schooling in their home countries. Major goals of newcomer programs are to acquire beginning English language skills along with core academic skills and to acculturate to the U.S. school system.

Newcomer. An immigrant in the initial years after arrival; in this publication often used interchangeably with immigrant.

Non-immigrant. Under U.S. immigration law, a foreign citizen legally admitted to the United States for a specified purpose and a temporary period; includes both legal temporary residents (e.g., diplomats, foreign students, tourists, and temporary workers) and visitors (e.g., tourists and business visitors).

Receiving country. A country in which immigrants settle. Alternate terms include “receiving community,” “host society,” or “host community.”

Refugee. A person admitted to the United States because s/he is unable or unwilling to return to the country of nationality due to persecution or a well-founded fear of persecution based on race, religion, membership in a social group, political opinion, or national origin. Refugees apply for admission at a facility overseas and may apply for permanent resident status one year after being granted admission. In this report, the more general term “immigrant” is used to encompass refugees unless the term “refugee” is more appropriate to a particular context.

Second generation. In the Census, the second generation consists of native-born children of foreign-born parents. In some sociological research, second generation may also include foreign-born children brought to the U.S. before adolescence (the 1.5 generation).

Segmented assimilation. Concept developed by sociologists Alejandro Portes, Rubén Rumbaut, and Min Zhou in the 1990s to explain the varying patterns of assimilation experienced by members of different ethnic groups. Focuses on the second generation, and posits that while many immigrants will find different paths to mainstream success, others will find their pathways blocked by segmented labor markets and racial discrimination and experience negative assimilation.

Sending country. A country whose citizens emigrate, either permanently or temporarily; in classical migration theory, typically used to refer to countries whose natives migrate abroad in search of employment.

Social capital. The ability to gain access to resources by virtue of membership in social networks and other social structures.

Transnational. Persons, commercial, or non-profit enterprises, or other developments with ties to more than one country. Increasingly, “transnational” is used to refer to relationships between and among individuals and other entities, while “international” is used to refer to relationships between and among nation states.

Undocumented immigrant. A person residing in the United States without legal immigration status; includes both persons who entered without inspection and those who entered with a legal visa that is no longer valid. Also referred to as unauthorized or illegal immigrants.

Vocational English as a Second Language (VESL). VESL programs focus on teaching English skills that are used in the workplace or in a particular occupation or vocational area. Many VESL programs also combine language education with instruction in job-specific skills.

Workforce development. A range of programs and approaches used to prepare people for jobs; workforce development programs may provide job training, higher education, English language training, and other skills. At the federal level, workforce development programs are spread across a number of departments, including the Department of Labor (Workforce Investment Act, or WIA, and other job training programs), the Department of Health and Human Services (Temporary Assistance to Needy Families, or TANF, among others), and the Department of Education (Perkins Vocational and Technical Education Program and the Adult Education and Family Literacy Program, among others).

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Integration and Migration Terms

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Legal-Status Terms

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Language & Education Terms

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Recommended Readings

This section provides an annotated list of recommended books, reports, and other publications. Organized by issue area, it is readily accessible to readers wishing to dig deeper on a wide range of immigration and integration topics.

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RECOMMENDED READINGS

IMMIGRANT INTEGRATION

Alba, Richard and Victor Nee. 2003. *Remaking the American Mainstream: Assimilation and Contemporary Immigration*. Cambridge, MA: Harvard University Press. Analyzes competing models of how immigrants assimilate and assesses evidence showing that “new” immigrants are achieving upward economic and social mobility despite changing economic structures and persistent racial barriers. This academic synthesis argues that, although assimilation is not a panacea for eliminating racism, the ethnic diversity of new immigrant streams may change the mainstream and help blur racial boundaries.

Bean, Frank D. and Gillian Stevens. 2003. *America’s Newcomers and the Dynamics of Diversity*. New York, NY: Russell Sage Foundation. Provides insightful discussion of why migration occurs and assesses major theories of how immigrants incorporate into receiving society. Analyzes detailed evidence on successful economic, linguistic, and social incorporation among contemporary immigrant groups; discusses how increased racial and ethnic diversity created by immigration may blur the racial divide, transforming the United States into a multi-ethnic, multi-racial society. www.russellsage.org.

Fix, Michael, Wendy Zimmerman, and Jeffrey S. Passel. 2001. *The Integration of Immigrant Families*. Washington, D.C.: Urban Institute. Assesses demographic trends indicating how well immigrant families are faring and explores conceptual and policy design issues that should inform an immigrant integration agenda. Reviews federal spending on immigrants in areas key to integration, such as education, and outlines policy issues affecting future directions in safety net, education, employment, and housing programs. www.urban.org.

Fix, Michael, Demetrios G. Papademetriou, and Betsy Cooper. 2005. *Leaving Too Much to Chance: A Roundtable on Immigrant Integration Policy*. Washington, D.C.: Migration Policy Institute. November.

Reports the results of a roundtable on opportunities and risks to immigrant integration in three policy domains: pre-kindergarten to 12 education; work and work supports; and naturalization and the redesign of the citizenship test. Suggests areas for future research and program development. www.migrationpolicy.org.

Jacoby, Tamar, ed. 2004. *Reinventing the Melting Pot: The New Immigrants and What It Means to Be American*. New York, NY: Basic Books. Introduces contemporary immigration controversies with articles representing the spectrum of political opinion, from progressive to conservative. Academics and policy analysts discuss immigration in historical and contemporary contexts; the immigrant bargain; how assimilation works; economics, politics, and race; and what it means to be American.

Joppke, Christian and Ewa Morawska, eds., 2003. *Toward Assimilation and Citizenship: Immigrants in Liberal Nation-States*. New York, NY: Palgrave Macmillan. Scholars address changing concepts of immigrant integration in the United States and Europe; essays examine changing state policies toward multiculturalism and assimilation and variety of ways immigrants move between transnationalism and assimilation.

Perlmann, Joel. 2005. *Italians Then, Mexicans Now: Immigrant Origins and Second-Generation Progress, 1890 to 2000*. New York, NY: Russell Sage Foundation. Uses a century of Census data and other research to present comprehensive comparison of contemporary Mexican immigrants with progress of Italians who came at the beginning of the last century. Examines wages, schooling, and economic outcomes to show that Mexican second-generation progress, though slowed, is better in several respects than earlier Italian generations. Key recommendations to boosting progress include reversing growing wage inequality in United States, legalizing undocumented Mexican immigrants, and improving high school graduation rates. www.russellsage.org.

Portes, Alejandro and Ruben G.

Rumbaut. 2001. *Legacies: The Story of the Immigrant Second Generation*. Berkeley, CA: University of California Press. Landmark analysis of rising immigrant second generation examines their patterns of acculturation, family and school life, language, identity, experiences of discrimination, self-esteem, ambition, and achievement. Findings from longitudinal study of more than 5,000 immigrant children and parents of multiple nationalities in Miami/Ft. Lauderdale and San Diego are tested against hypothesis of segmented assimilation theory that immigrant parents facing negative government reception, social prejudice, and weak support from co-ethnic community will have greater difficulties guiding their children to mainstream success.

Reitz, Jeffrey G. 1998. *Warmth of the Welcome: The Social Causes of Economic Success for Immigrants in Different Nations and Cities*. Boulder, CO: Westview Press. Examines with extensive data how the economic performance of immigrants with similar skills is shaped by differing national and urban social institutions in receiving societies. Finds that immigrant-origin groups in United States have lower earnings than their similarly skilled counterparts in Canada or Australia due to greater potential for inequality in American labor market, education, and social welfare systems.

DEMOGRAPHICS

Asian American Justice Center and Asian Pacific American Legal Center. 2006. *A Community of Contrasts: Asian Americans and Pacific Islanders in the United States*. Washington, D.C.: Asian American Justice and Asian Pacific American Legal Center. Profiles growth and settlement patterns of major Asian-American groups, along with tables on their ethnicity, education, age, housing, language, poverty, language, and immigration and citizenship status. Supplements national

data with information on diverse Asian-American groups in major settlement areas, including California, Hawaii, Atlanta, Minneapolis-St. Paul, Houston, Las Vegas, and Seattle. www.advancingequality.org.

Congressional Budget Office. 2004. *A Description of the Immigrant Population*. Washington, D.C.: Congressional Budget Office. Presents concise portrait of immigration population with 2002-03 data on sources and types of immigrants, their geographic concentrations, and educational, occupational, and income distribution. www.cbo.gov.

Eissa, Salih Omar. 2005. "Diversity and Transformation: African Americans and African Immigration to the United States," *Immigration Policy Brief*, March. American Immigration Law Foundation: Washington, D.C. Describes history of African migration to the United States and how significant increases in contemporary migration from Africa are helping re-shape makeup of U.S. blacks. www.aifl.org.

Larsen, Luke J. 2003. *The Foreign Born Population in the United States: March 2003*. Washington, D.C.: U.S. Census Bureau. Updates 2000 Census information with data from March 2002 Current Population Survey; charts portray information on foreign-born by region of birth, residence in United States, age, citizenship, educational attainment, household income by nativity, and poverty levels. www.census.gov.

Malone, Nolan, Kaari F. Baluja, Joseph M. Costanzo, and Cynthia J. Davis. 2003. *The Foreign-Born Population: 2000*. Washington, D.C.: U.S. Census Bureau. Portrays foreign-born from 2000 Census, with tables on number and distribution by state of citizenship status and regions of origin; also maps distribution by county and gives data on age profiles and percent foreign-born by race and Hispanic origin. www.census.gov.

Martin, Philip and Elizabeth Midgley. 2003. "Immigration: Shaping and Reshaping America," *Population Bulletin* 58, no. 2. Washington, D.C.: Population Reference Bureau. Puts contemporary demographic change into historical context by synthesizing data and research on immigration patterns and policies since 1820. Also covers economic effects, naturalization, and migration from Mexico under NAFTA. www.prb.org.

Singer, Audrey. 2004. *The Rise of New Immigrant Gateways*. Washington, D.C.: Brookings Institution Center on Urban and Metropolitan Policy. Documents dramatic shift of immigrant settlement to new gateway areas in the 1990s, with detailed analysis of 2000 Census data on metropolitan settlement patterns. Compares and contrasts recent immigrant settlement in 45 metropolitan areas, ranging from historic centers to emerging gateways. www.brookings.edu/urban.

IMMIGRATION POLICY

Carnegie Endowment for International Peace and Instituto Tecnológico Autónomo de México U.S.-Mexico Migration Panel. 2001. *Mexico-U.S. Migration: A Shared Responsibility*. Washington, D.C.: Carnegie Endowment for International Peace. Urges recognition that increased bilateral trade must be matched by bilateral efforts to manage flow of workers. Proposes four principles fundamental to long-term stabilization of U.S.-Mexican migration: 1) improve the treatment of Mexican migrants by making legal visas and legal status more widely available; 2) reduce volume and deaths from unauthorized migration by cooperative enforcement against criminal smuggling and preventing dangerous border crossings; 3) jointly build a viable border region; and 4) reduce emigration pressures by focusing development initiatives on areas of high out-migration and strengthening the Mexican economy. www.carnegieendowment.org.

Chisti, Muzaffar A., Doris Meissner, Demetrios G. Papademetriou, Jay Peterzell, Michael J. Wishnie, and Stephen W. Yale-Loehr. 2003. *America's Challenge: Domestic Security, Civil Liberties, and National Unity after September 11*. Washington, D.C.: Migration Policy Institute. Documents ineffectiveness of the government's efforts to improve security after September 11 and the effect of these domestic security actions on civil liberties and national unity. Proposes alternative framework to enhance immigration enforcement and domestic security based on mobilizing intelligence and information capabilities, protecting borders, supporting law enforcement, and engaging Arab and Muslim American communities. www.migrationpolicy.org.

Massey, Douglas S. 2005. "Five Myths about Immigration: Common Misconceptions Underlying U.S. Border—Enforcement Policy," *Immigration Policy in Focus*, Vol. 4, No. 6, August. Washington, D.C.: American Immigration Law Foundation Immigration Policy Center. Contends that roots of undocumented immigrant crisis lie in policymakers' fundamental misunderstanding of the causes of migration and migrants' motivations. Uses data to rebut basic misconceptions: that migration is caused by lack of economic development and rapid population growth in home countries; that migrants are attracted mainly by wage differentials or public benefits; and that most intend to settle permanently in the United States. www.aifl.org.

Massey, Douglas S. 2005. "Beyond the Border Buildup: Towards a New Approach to Mexico-U.S. Migration," *Immigration Policy in Focus*, Vol. 4, No. 7, September. Washington, D.C.: American Immigration Law Foundation Immigration Policy Center. Shows how punitive immigration and border enforcement policies have backfired, resulting in higher numbers of undocumented spread across larger areas of United States. Recommends 1) regulating border on binational basis by increasing annual quotas, establishing a flexible temporary labor program,

and regularizing status of migrants in U.S.; 2) reducing incentives to hire undocumented workers through enforcing tax, labor, and worker-safety laws; and 3) developing strategies to help migrants better use earnings for savings and investment in Mexican communities. www.aifl.org.

National Immigration Forum. 2005. *Immigration Backlogs Are Separating American Families*. Washington, DC: National Immigration Forum. Explains how severe increases in visa backlogs (due to inadequate numbers of visas and administrative delays) force relatives to wait up to 4 to 12 years to join family members. Recommends improvements to expand and expedite legal channels for family reunification. www.immigrationforum.org.

National Immigration Forum. *Immigration Basics 2005*. Washington, D.C.: National Immigration Forum. Introduces the basics of U.S. immigration system by explaining different visa categories and how U.S. immigration system works. Gives brief overview of naturalization process and which immigrants are eligible for public benefits. www.immigrationforum.org.

Rosenblum, Marc R. 2006. "'Comprehensive' Legislation v. Fundamental Reform: The Limits of Current Immigration Proposals," *MPI Policy Brief* No. 13, January. Washington, D.C.: Migration Policy Institute. Explains four key areas where 2006 Congressional immigration reform proposals fall short of comprehensive reform: 1) the visa supply is not well targeted to meet demand; 2) labor needs are overly reliant on temporary non-immigrants; 3) labor-protection policies are cumbersome and ineffective; and 4) size of unauthorized population may not decrease. Recommends criteria for alternative policies that would balance visa demands, prevent negative economic and social impacts, and reduce unauthorized flows. www.migrationpolicy.org.

UNDOCUMENTED MIGRATION

Massey, Douglas S., Jorge Durand, and Nolan J. Malone. 2003. *Beyond Smoke and Mirrors: Mexican Immigration in an Era of Economic Integration*. New York, NY: Russell Sage Foundation. Analyses how Mexico-U.S. migration functioned historically and how U.S. militarization of the border and restrictive policies of immigrant disenfranchisement adopted after 1986 have led to negative, unintended consequences for the United States and Mexico as well as the migrants themselves. Contends that U.S. policy of promoting greater integration of North American markets for goods, capital, and information but attempting to deny the reality of labor integration is destined to fail, and proposes policies to bring labor migration aboveboard and accepted as part of the emerging transnational economy. www.russellsage.org.

Mehta, Chirag, Nik Theodore, Ilina Mora, and Jennifer Wade. 2002. *Chicago's Undocumented Immigrants: An Analysis of Wages, Working Conditions, and Economic Contributions*. Chicago, IL: University of Illinois at Chicago Center for Urban Economic Development. Paints detailed picture of penalties on wages and living conditions imposed on undocumented workers by their lack of legal status, with results relevant to other large urban areas where undocumented are concentrated. Survey of 1,323 immigrant workers found Latin American workers earned less than other comparable workers (22 percent for men and 36 percent for women) and reported higher levels of unsafe working conditions, wage-and-hour violations, and lack of health insurance. www.uic.edu/cuppa/uicued.

Passel, Jeffrey S. 2006. *The Size and Characteristics of the Unauthorized Migrant Population in the U.S.: Estimates Based on the March 2005 Current Population Survey*. Washington, D.C.: Pew Hispanic Center. Illustrates key features of the size, family composition, and employment

of the estimated 11.5 to 12 million undocumented in the U.S. in 2006. Clear graphics show numbers, legal status, and migration trends, "mixed" family status, and concentration by industry and occupation. www.pewhispanic.org.

Passel, Jeffrey S. 2005. *Unauthorized Migrants: Numbers and Characteristics*. Washington, D.C.: Pew Hispanic Center. Describes undocumented population, with many graphics based on March 2004 Current Population Survey. In addition to migration trends and employment, reports on dispersal to different areas of United States, and gives detail on family composition, children, and poverty not covered in Passel's 2006 report on the unauthorized population. www.pewhispanic.org.

Powers, Mary G., Ellen Percy Kraly, and William Seltzer. 2004. "IRCA: Lessons of the Last Legalization Program," *Migration Information Source*, July. Washington, D.C.: Migration Policy Institute. Reviews research on how 1986 legalization program affected the undocumented, including results of large-scale, longitudinal study conducted in 1989 and 1992 with 4,000 immigrants who legalized. Although many arrived with low skill levels and took low-wage jobs, by 1992 the majority had moved up to better jobs as a result of legalization. www.migrationpolicy.org.

RECEIVING COMMUNITIES: IMPACT AND RESPONSES

Applied Research Center. 2002. *Mapping the Immigrant Infrastructure*. Oakland, CA: Applied Research Center. Examines models of immigrant and refugee organizations by evaluating data from interviews with over 120 key leaders and case studies of six local organizations; assesses the effect of the post-September 11 political environment on immigrant and refugee communities. www.arc.org.

Brooks Masters, Suzette and Ted Permuter. 2001. *Networking the Networks: Improving Information Flows in the Immigration Field*. New York, NY: New School University International Center for Migration, Ethnicity and Citizenship. Analyzes information needs of over 120 immigrant advocacy and service organizations around the country, as well as the methods used by these groups to obtain and impart information. Compiles the most popular listservs and websites and identifies key unmet information needs. Recommends greater collaboration among information providers, education initiatives to improve technology use, new information products to address unmet needs, and creation of greatly expanded communication and information networks.

Capps, Randy, Jeffrey S. Passel, Daniel Perez-Lopez, and Michael Fix. 2003. *The New Neighbors: A User's Guide to Data on Immigrants in U.S. Communities*. Washington, D.C.: The Urban Institute. Designed to help local policy makers, program managers, and advocates use U.S. Census and other data sources to identify characteristics, contributions, and needs of immigrant populations in their local communities. Identifies national trends that provide a context for understanding immigration to local communities; provides detailed information on relevant data sources, what information they contain, and how to use them; presents sample immigrant profile (for Rhode Island) to show how data can inform policy options. www.urban.org.

Caranza, Miquel A. and Lourdes Gouveia. 2002. *The Integration of the Hispanic/Latino Workforce: Final Project Report*. Lincoln, NE: Nebraska Task Force on the Productive Integration of the Immigrant Workforce Population. Task Force commissioned by the Nebraska legislature evaluates potential for integrating new Latino workers whose numbers grew by 155 percent between 1990-2000 in response to new beef- and poultry-processing jobs. Paints portrait of newcomers' economic, education, English language, and citizenship status.

Through survey of schools, churches, law enforcement, and local NGOs, identified seven challenges to integration: language, lack of understanding of U.S. rules, cultural conflict and racism, low wages, education/training needs, basic needs, and lack of access to legal status and advice. www.unl.edu/lri.

Chicago Council on Foreign Relations. 2004. *Keeping the Promise: Immigration Proposals from the Heartland*. Chicago, IL: The Chicago Council on Foreign Relations. Reports results of multi-stakeholder task force, including key politicians and corporate and union leaders, convened to examine importance of immigration to the Midwest. Documents how immigration helps prevent population decline, reinvigorate economic growth, and contribute to cultural diversity. Recommends series of policy proposals to reform immigration system, strengthen communities through an integration agenda, and provide infrastructure to implement recommendations. www.ccrf.org.

Gozdziak, Elzbieta and Susan F. Martin, eds. 2005. *Beyond the Gateway: Immigrants in a Changing America*. Lanham, MD: Lexington Books. Describes the growth and population characteristics of immigrants in new settlement states and examines implications for integration of immigrants moving into areas that lack a tradition of receiving newcomers. Provides case studies of new immigrant settlements in North Carolina, Atlanta, Minnesota, Virginia, Utah, and Arkansas.

Kochlar, Rakesh, Roberto Suro, and Sonya Tafoya. 2005. *The New Latino South: The Context and Consequences of Rapid Population Growth*. Washington, D.C.: Pew Hispanic Center. Documents economic and social impact of rapid influx of Latino immigrants in response to burgeoning economic growth in the South. Focuses on settlement patterns, economic context, and policy impact on education and housing stock of immigration in six states with growth rates higher than rest of the United States: Arkansas, Alabama, Georgia,

North Carolina, South Carolina, and Tennessee). Finds that, although economic boom in South lowered overall poverty rates by seven percent, Latino poverty rates increased 30 percent because economic development relied on Latino workers filling low-skilled jobs in manufacturing, construction, and services. www.pewhispanic.org.

Northwest Federation of Community Organizations. 2006. *In Our Own Words: Immigrants' Experiences in the Northwest*. Seattle, WA: Northwest Federation of Community Organizations. Reports on immigrant experiences and ability to resettle in United States, based on in-depth interviews with 230 immigrants in Washington, Oregon, and Idaho, representing 19 countries. Combination of data and extensive quotes portrays danger of border crossing, difficulty of obtaining legal status, workplace discrimination, and lack of access to services. Recommends states and federal government work together to create paths to citizenship, strengthen worker protections, broaden opportunities for immigrants to become part of community life, and protect immigrants from discrimination. www.nwfc.org.

Santa Clara County Office of Human Relations Immigrant Action Network. 2000. *Bridging Borders in Silicon Valley*. Santa Clara, CA: Santa Clara County Office of Human Relations. Reports results of comprehensive, 18-month community planning effort in California's Silicon Valley, where immigrants and their children comprise more than 60 percent of the population. Planning effort engaged multiple stakeholders, including immigrants and established residents, who identified 16 action areas. Detailed research findings, analysis, and policy recommendations cover wages and working conditions, housing, health access, mental health, criminal justice, domestic violence, food, employment training, language access, child care, and legal services. www.immigrantinfo.org/borders.

State of California, Little Hoover Commission. 2002. *We the People: Helping Newcomers Become Californians*. Sacramento, CA: Little Hoover Commission. Assessment by bi-partisan state oversight agency concludes that California has not come to terms with challenge of nation's largest immigrant population. Recommends that state realign public and community efforts to effectively integrate immigrants and urge federal government to reform failed immigration policies. Proposed "California Residency Program" would include undocumented immigrants who commit to becoming responsible residents, on grounds that denying services and opportunities delays integration, reduces their contributions, and bloats state costs. www.lhc.ca.gov.

LANGUAGE

Alba, Richard. 2004. *Language Assimilation Today: Bilingualism Persists More Than in the Past, But English Still Dominates*. Albany, NY: Lewis Mumford Center for Comparative Urban and Regional Research, State University of New York at Albany. Analyzes 2000 Census data on languages spoken at home by school-age children in newcomer families, and finds that English is almost universally accepted by the children and grandchildren of the immigrants who have come to the United States in great numbers since the 1960s, similar to earlier generations of immigrants. www.albany.edu/mumford.

Kubo, Hitomi, Karin Martinson, Elise Richer, Julie Strawn, and Heide Spruck Wrigley. 2003. *The Language of Opportunity: Expanding Employment Prospects for Adults with Limited English Skills*. Washington, DC: Center for Law and Social Policy. Describes the demographics and economic circumstances of low-income LEP adults; profiles successful language and job training services available to them, including a summary of research findings on employment programs for low-skilled

adults; and recommends policies and practices that can help LEP adults gain access to higher-paying jobs. www.clasp.org.

Martinez, Tia Elena and Ted Wang. 2005. *Supporting English Language Acquisition: Opportunities for Foundations to Strengthen the Social and Economic Well-Being of Immigrant Families*. Sebastopol, CA: Grantmakers Concerned with Immigrants and Refugees and the Annie E. Casey Foundation. Provides thorough introduction to language acquisition through demographic portrait and review of major issues and research findings on helping immigrant adults and children learn English. Recommends criteria for selecting English proficiency programs that improve employability and help build family literacy. www.gcir.org.

Shin, Hyon B. and Rosalind Bruno. 2003. *Language Use and English-Speaking Ability: 2000. Census 2000 Brief*. Washington, DC: U.S. Census Bureau. Presents data on language spoken at home and the ability of people ages five and over to speak English; describes population distributions and characteristics for the United States, as well as regions, states, counties, and selected places with populations of 100,000 or more. www.census.gov.

EDUCATION

Advocates for Children of New York and The New York Immigration Coalition. 2002. *Creating a Formula for Success: Why English Language Learner Students Are Dropping Out of School, and How to Increase Graduation Rates*. New York, NY: Advocates for Children of New York. June. Uses school data and student focus groups to assess why increasing numbers of English language learners (ELLs) in New York City dropped out of school after the state adopted higher graduation standards. Recommendations include: 1) targeting middle and high schools where

- ELLs are underperforming; 2) implementing new strategies to reach students at high risk because they arrive in the United States as teenagers; 3) improving instruction in both ESL and core classes as well as increase the number of teachers certified for ESL and bilingual instruction; 4) implement a language access policy to enable immigrant parents to participate more actively in their children's schools. www.advocatesforchildren.org.
- Capps, Randy, Michael Fix, Julie Murray, Jason Ost, Jeffrey S. Passel, and Shinta Herwanto.** 2005. *The New Demography of America's Schools: Immigration and the No Child Left Behind Act*. Washington, D.C.: Urban Institute. Provides detailed demographic portrait from 2000 Census on rapid growth of immigrant children, who often belong to one of the "protected classes" of the No Child Left Behind Act because they are LEP, low income, and/or a member of a racial or ethnic minority group. Presents information on children of immigrants, LEP children, and children of immigrants in low-income families; how family income and parental education interact with linguistic proficiency and isolation; and the characteristics of children of Latino, Asian, and black immigrants, with comparisons among children with parents from different countries. www.urban.org.
- Cosentino de Cohen, Clemencia, Nicole Deterding, and Beatriz Chu Clewell.** 2005. *Who's Left Behind? Immigrant Children in High and Low LEP Schools*. Washington, D.C.: Urban Institute. Extensive analysis of national data on elementary schools identifies risks for LEP students in both high- and low-LEP schools. The high concentration of LEP students—with more than 70 percent attending only 10 percent of the nation's schools—makes provision of specialized services more cost efficient, but puts these children at risk because their predominately urban high-LEP schools have high rates of poverty, less-experienced principals, and severe shortages of trained teachers. The 30 percent of LEP children who attend mostly suburban low-LEP schools are isolated within their schools and have few support programs to serve their needs. www.urban.org.
- Gershberg, Alan, Anne Danenberg, and Patricia Sanchez.** 2004. *Beyond 'Bilingual' Education: New Immigrants and Public School Policies*. Washington, D.C.: Urban Institute. Draws lessons for other states from the program and policy landscape of immigrant education in California, which is home to 40 percent of the nation's ELLs. Assesses national controversy surrounding "bilingual" versus English-only education. Detailed policy recommendations include addressing significant challenges immigrant students face aside from learning English: reducing stigmatization of immigrant and ELL students, fostering parental participation, dealing with legal and immigration-related issues, and helping children navigate the school system and access health care. www.urban.org.
- Karoly, Lynn A., Rebecca M. Kilburn, and Jill S. Cannon.** 2005. *Early Childhood Interventions: Proven Results, Future Promise*. Santa Monica, CA: Rand Corporation. Comprehensive review of high-quality, early childhood intervention programs documents that well-designed programs for disadvantaged children age four and younger can significantly benefit children's academic and social development and save money in later social program costs. Immigrant children are disproportionately affected by two of the four "childhood risk" factors that intervention programs are intended to counteract: living in poverty and having parents who do not speak English at home. www.rand.org.
- Massey, Douglas S., Camille Z. Charles, Garvey F. Lundy, and Mary J. Fischer.** 2002. *The Source of the River: The Social Origins of Freshmen at America's Selective Colleges and Universities*. Princeton, NJ: Princeton University Press. Comprehensive effort to understand why African Americans and Latinos earn lower grades and drop out of college more often than Anglos or Asians; uses new national longitudinal data on college freshmen to examine the influence of neighborhood, family, peer group, and early schooling on who enters and succeeds in college.
- Matthews, Hannah and Danielle Ewen.** 2006. *Reaching All Children? Understanding Early Care and Education Participation among Immigrant Families*. Washington, D.C.: Center for Law and Social Policy. Examines why children of immigrants are less likely to participate in early education programs despite value of these programs in enhancing school readiness and integration. Analyzes participation by age and type of child care arrangements, preschool/kindergarten enrollment, and socio-demographics factors affecting participation. Concludes with policy recommendations for improving enrollment at state and local level. www.clasp.org.
- Olsen, Laurie, Jhumpa Bhattacharya, and Amy Scharf.** 2004. *Ready or Not? School Readiness and Immigrant Communities*. Oakland, CA: California Tomorrow. Describes how narrowly focused standardized tests are being used to inappropriately exclude and track young children in immigrant families, and recommends how school readiness programs can be designed to support immigrant families and build on the powerful role of culture and language in a child's development. www.californiatomorrow.org.
- Ruiz-de-Velasco, Jorge, Michael Fix, and Beatriz Chu Clewell.** 2001. *Overlooked and Underserved: Immigrant Children in U.S. Secondary Schools*. Washington, DC: The Urban Institute. Explores the institutional barriers and lack of resources that prevent secondary schools from meeting the educational needs of a growing number of LEP students. Provides a national profile

of LEP students, examines their educational barriers, and offers educators and policymakers strategies to overcome those barriers. www.urban.org.

WORKFORCE & ECONOMIC MOBILITY

Appleseed. 2006. *Banking Immigrant Communities: A Toolkit for Banks and Credit Unions*. Washington, D.C.: Appleseed Network. Despite the growing numbers of Latino immigrants, an estimated 40 to 60 percent do not have a bank account, limiting their ability to obtain credit to buy a home or finance a business and making them vulnerable to high fees charged by fringe financial services providers. Toolkit educates banks on why and how to reach immigrant communities with practical strategies on how to bank outside the branch, engage the community, cross-sell services, deliver home mortgages, support the Earned Income Tax Credit and financial education, and understand the importance of remittances. www.appleseed.network.org.

Appleseed. 2006. *Expanding Immigrant Access to Mainstream Financial Services: Positive Practices and Emerging Opportunities from the Latin American Immigrant Experience*. Washington, D.C.: Appleseed Network. Outlines policies and practices that help immigrants access the banking system and build credit, and describes key avenues for community partnerships, successful approaches to financial education, and alternative banking approaches that attract immigrant customers. Profiles successful immigrant banking initiatives around the country and includes useful bibliography. www.appleseed.network.org.

Capps, Randolph, Michael Fix, Jason Ost, Jeffrey Passel, and Dan Perez-Lopez. 2003. *A Profile of the Low-Wage Immigrant Workforce*. Washington, DC: Urban Institute. Examines the size, educational attainment, English language ability, legal

status, wages, occupations, and gender of low-wage immigrant workers, who made up 20 percent of all low-wage workers in 2000. www.urban.org.

Congressional Budget Office. 2005. *The Role of Immigrants in the U.S. Labor Market*. Washington, D.C.: Congressional Budget Office. Combines updated statistics, original calculations, and reviews of academic research to describe impact of immigrants on U.S. labor market. Presents detailed information on educational, occupational, and wage status of high- and low-wage immigrant workers; looks at implications for the future as baby boomers exit the labor force. www.cbo.gov.

Fine, Janice. 2006. *Worker Centers: Organizing Communities at the Edge of the Dream*. Ithaca, NY: Cornell University Press/Economic Policy Institute. Documents growing role of worker centers in protecting rights and promoting social connection for low-wage immigrant workers. Identifies 137 worker centers in 80 cities and 31 states which help recover unpaid wages, provide English classes, and other services; advocate for enforcement and new laws; and organize their members through leadership development. Assesses centers' strengths and weaknesses in helping workers navigate worlds of work and legal rights in the United States. Short version available as an Economic Policy Institute Briefing Paper, December 2005, at www.epi.org.

Mishel, Lawrence, Jared Bernstein, and Sylvia Allegretto. 2005. *The State of Working America 2004/2005*. Ithaca, NY: Cornell University Press/Economic Policy Institute. Leading portrait of economic factors facing low-wage workers, updated bi-annually by the Economic Policy Institute, examines trends in benefit growth and inequality, the shift to low-paying industries, the impact of demographic change on poverty, and international comparisons; includes information on Asian, Hispanic, and immigrant workers.

Moran, Tyler and Daranee Petsod. 2003. *Newcomers in the American Workplace: Improving Employment Outcomes for Low-Wage Immigrants and Refugees*. Sebastopol, CA: Grantmakers Concerned with Immigrants and Refugees and the Neighborhood Funders Group Working Group on Labor and Community. Profiles conditions keeping immigrant workers in working poverty, including language and cultural barriers, exploitative working conditions, immigration-status vulnerabilities, restrictions on access to public services and benefits, and workforce development and education systems that do not respond to their needs. Improving employment outcomes will require dual strategy of enhancing the education of immigrant workers to move them out of low-wage jobs and improving existing working conditions, wages and benefits. Describes innovative approaches to addressing these barriers and concludes with ten recommendations for funding strategies. www.gcir.org.

Papademetriou, Demetrios and Brian Ray. 2004. "From Homeland to a Home: Immigrants and Homeownership in Urban America," *Fannie Mae Papers*, Vol. III, Issue 1, March. Examines factors influencing immigrant homeownership rates, which helped minorities account for 40 percent of the increase in homeowners between 1990 and 2000. Describes variations in immigrant ownership rates across metropolitan regions (traditional urban gateways, new immigrant gateways, new fast-growing cities, and slow-growth destinations) and among different foreign-born groups. Reviews initiatives that encourage ownership, including savings programs, underwriting flexibility, and education programs. www.fanniema.com.

Valenzuela, Abel Jr., Nik Theodore, Edwin Melendez, and Ana Luz Gonzalez. 2006. *On the Corner: Day Labor in the United States*. Los Angeles, CA: Center for the Study of Urban Poverty, University of California at Los Angeles. Profiles growing national phenomenon of day laborers

based on first national study, which surveyed 2,660 day laborers at 264 hiring sites in 20 states. Detailed information on worker characteristics, type of work and wages, and working conditions finds they are regularly denied payment and endure hazardous working conditions. Vast majority are immigrant and Latino, 28 percent are U.S. citizens and 75 percent are undocumented, and almost two-thirds have children. Policy recommendations include ways to support worker centers, improve enforcement of labor and employment laws, expand workforce development opportunities, and enact realistic immigration reform. www.sscnet.ucl.edu/issr/csup.

FAMILY WELL-BEING AND SOCIAL PROGRAMS

Berube, Alan. 2005. *¿Tienes EITC? A Study of the Earned Income Tax Credit in Immigrant Communities*. Washington, D.C.: Brookings Institution. Estimates immigrant participation in the EITC from IRS and Census data in light of research indicating immigrants overall have lower than average participation rates. Finds high immigrant participation rates in densely populated urban zip codes but low rates in "moderate" immigrant zip codes, primarily suburbs, where 27 percent of all immigrants live; immigrants in suburbs are more dispersed and do not have same access to NGO and tax preparer groups as those in urban areas. www.brookings.edu.

Capps, Randy. 2001. *Hardship among Children of Immigrants: Findings from the 1999 National Survey of America's Families*. Washington, D.C.: Urban Institute. Documents hardship among children in immigrant families resulting from the 1996 welfare law benefit cuts that had a disproportionate impact on immigrants. Hardship was greater for children of immigrants than natives in three areas of basic need: food, housing, and health care. Examination of eight high-immigrant states showed hunger and lack of

access to health care higher in states with less generous programs to replace the federal cuts. www.urban.org.

Capps, Randy, Michael Fix, Everett Henderson, and Jane Reardon-Anderson. 2005. *A Profile of Low-Income Working Immigrant Families*. Washington, D.C.: Urban Institute. Finds that although working immigrant families were twice as likely as working native families to be low income or poor, they were much less likely than low-income native families to participate in the EITC, receive income assistance, Food Stamps, or housing assistance, and/or have their children enrolled in child care. www.urban.org.

Capps, Randy, Michael Fix, Jason Ost, Jane Reardon-Anderson, and Jeffrey S. Passel. 2004. *The Health and Well-Being of Young Children of Immigrants*. Washington, D.C.: Urban Institute. Synthesizes national data sources to portray major factors affecting children in immigrant families under age six, the key years for child development. Clear graphs portray poverty, family structure and parents' work; risk factors for poor school performance; hardship and benefit use; health status; and child care arrangements. Concludes with suggestions for further research. www.urban.org.

Center on Budget and Policy Priorities. 2005. *Accomplishments of the Safety Net*. Washington, D.C.: Center on Budget and Policy Priorities. Synthesizes research findings on role of safety-net programs, which have reduced the number of Americans living in poverty in half, and lifted nearly one of every three otherwise-poor children above the poverty line in 2003. Report examines role of income support, food and nutrition programs, health care programs, and the Earned Income Tax Credit. www.cbpp.org.

David and Lucille Packard Foundation. 2004. "Children of Immigrant Families." *The Future of Children*, Vol. 14, No. 2, Summer. Special issue, with pieces from many contributors, profiles strengths and challenges of children growing up in immigrant families and the types of resources and supports they need to become engaged and productive citizens. Donald J. Hernandez describes major demographic trends over the past half-century, with wide range of data on cultural, family, social, economic, and housing circumstances of children across racial/ethnic and country-of-origin groups. Demetra Smith Nighingale and Michael Fix assess how social and economic policies that could support immigrant families are affected by economic and labor market trends. Ruby Takanishi examines services that children from birth to age eight need, with special focus on education needs and barriers. Cynthia Garcia Coll and Laura A. Zalacha address special needs of middle childhood, highlighting critical roles racial and cultural factors play for children who are not part of mainstream society. Andrew J. Fuligni and Christina Hardway review research on educational achievement, work skills, and health of adolescents from immigrant families. Additional articles explore challenge of growing up American from different ethnic and racial perspectives and assess how policymakers and stakeholders can respond strategically to demographic change propelled by immigrant families. www.futureofchildren.org.

Fix, Michael and Wendy Zimmermann. 1999. *All Under One Roof: Mixed-Status Families in an Era of Reform*. Washington D.C.: Urban Institute. Explores why and how mixed immigration status families are created and examines how the 1996 welfare curbs on noncitizens' use of public benefits may have the unintended effects of reducing citizen children's use of benefits. www.urban.org.

Fremstad, Shawn. 2003. *Immigrants, Persons with Limited Proficiency in English, and the TANF Program: What Do We Know?* Washington, D.C.: Center for Budget and Policy Priorities. Reviews data on how immigrants fare under work-focused, time-limited TANF program; discusses policy implications of research showing that many immigrants who remain on welfare rolls have significant barriers to employment, including limited proficiency in English and low skill levels. www.cbpp.org.

National Immigration Law Center. 2002. *Guide to Immigrant Eligibility for Federal Programs*, 4th ed. Los Angeles, CA: National Immigration Law Center. Explains complexity of immigrant eligibility for federal benefit programs after 1996 welfare law restrictions, as well as replacement programs enacted by states to soften impact of federal cuts. Gives detailed information on eligibility for foster care and other children's programs as well as programs providing cash, food, housing, employment, education, legal services, and disaster relief. Clarifies how to identify immigrant status; provides glossary of terms. www.nilc.org.

HEALTH

Capps, Randy, Genevieve Kenney, and Michael Fix. 2003. "Health Insurance Coverage of Children in Mixed-Status Immigrant Families." *Snapshots of America's Families III*, No. 12. Washington, D.C.: Urban Institute. Finds that policies designed to reduce language barriers and legal immigrants' fears of receiving health benefits helped expand coverage for low-income citizen children with immigrant parents between 1999 and 2002, but that coverage rates for these children are still below children with citizen parents. Very low rates of coverage offered by immigrants' employers increases significance of whether or not access to public coverage is available. www.urban.org.

Fremstad, Shawn and Laura Cox. 2004. *Covering New Americans: A Review of Federal and State Policies Related to Immigrants' Eligibility and Access to Publicly Funded Health Insurance*. Washington, D.C.: Kaiser Commission on Medicaid and the Uninsured. Reviews significant declines in health coverage for legal immigrants after enactment of 1996 welfare law. Examines impact of new state replacement programs, and reviews ways to reduce enrollment barriers, including confusion over program eligibility, language barriers, and concerns that enrollment will jeopardize immigration status. www.cbpp.org.

Grantmakers In Health. 2005. *For the Benefit of All: Ensuring Immigrant Health and Well-Being*. Charlotte, N.C.: Grantmakers In Health Issues Brief No. 24. Summarizes challenges immigrants face maintaining good health on arrival in United States, including lack of health care coverage, linguistic barriers, and cultural adjustments; describes how grantmakers can help improve immigrant health by building capacity in immigrant communities, promoting immigrant integration, expanding access and coverage, and supporting education and outreach activities. www.gih.org.

Ku, Leighton and Timothy Waidmann. 2003. *How Race/Ethnicity, Immigration Status and Language Affect Health Insurance Coverage, Access to Care, and Quality of Care Among the Low-Income Population*. Washington, D.C.: Kaiser Commission on Medicaid and the Uninsured. Provides detailed comparative analysis of how race/ethnicity, immigration status, and language affect health insurance coverage, access to care, and quality of care; helpful charts portray coverage rates and percentages by status and ethnicity who saw a doctor, were hospitalized, or postponed seeking care. Policies that could play a key role in reducing disparities include restoring federal coverage to legal immigrants, expanding state replacement programs, increasing job-related coverage, and improving language access. www.kff.org.

National Immigration Law Center. 2002. *Immigrant-Friendly Health Coverage Outreach and Enrollment*. Los Angeles, CA: National Immigration Law Center. Explains special concerns that keep immigrant families from participating in public-benefit programs even when eligible. Describes confusion about eligibility, confidentiality, public charge, sponsor liability, and language access, and gives step-by-step suggestions for overcoming barriers in the application process, improving enrollment strategies, and conducting outreach to immigrant families. www.nilc.org.

CITIZENSHIP & CIVIC PARTICIPATION

Bloemgaard, Irene. 2002. "The North American Naturalization Gap: An Institutional Approach to Citizenship Acquisition in the United States and Canada." *International Migration Review*, Vol. 36, No. 1, Spring. Reviews competing academic theories on why immigrant groups have differing naturalization rates, and reports results of comparative study indicating that institutional support for naturalization by the receiving society can make a significant difference. Aided by active Canadian government support for community groups promoting citizenship, Portuguese immigrants in Toronto achieved naturalization rates twice as high as Portuguese immigrants with similar socio-economic characteristics in Boston, where no government policies or programs promoted citizenship. It takes immigrants in the United States 30 years to reach Canadian naturalization rates of 73 percent.

Carnegie Corporation of New York. 2003. *The House We All Live In: A Report on Immigrant Civic Integration*. New York, NY: Carnegie Corporation of New York. Describes efforts to help immigrants' integrate and become engaged in civic activities; summarizes recommendations for funders on ways to support civic integration through policies and programs that

help immigrants establish a solid economic and educational foothold, become citizens and vote, and protect their civil rights and liberties.
www.carnegie.org.

Fix, Michael, Jeffrey S. Passel, and Kenneth Sucher. 2003. *Trends in Naturalization*. Washington, DC: Urban Institute. Uses 2000 Census and 2002 Current Population Survey data to examine sharp increases in naturalization rates in the 1990s as well as size and characteristics of the pool of immigrants eligible to naturalize. Of 11.3 million LPRs in 2002, 7.9 million were eligible to naturalize, but these eligible immigrants have more limited English skills and lower educational levels than those who naturalized in the 1990s.
www.urban.org.

Gerstle, Gary and John Mollenkopf, eds. 2001. *E Pluribus Unum? Contemporary and Historical Perspectives on Immigrant Political Incorporation*. New York, NY: Russell Sage Foundation. Brings together historians and social scientists to compare contemporary immigrant political incorporation with dynamics of the early twentieth century immigrant wave; articles examine political machines, naturalization, transnational loyalties, racial exclusion, and the role of the schools in political socialization. www.russellsage.org.

McGarvey, Craig. 2004. *Pursuing Democracy's Promise: Newcomer Civic Participation in America*. Sebastopol, CA: Grantmakers Concerned with Immigrants and Refugees in collaboration with Funders' Committee on Civic Participation. Describes the basics of immigrant civic participation, portrays different approaches to engagement through stories of seven successful programs, and examines various models and pathways for civic and political participation. Summarizes strategies for funders and outlines additional resources. www.gcir.org.

Paral, Rob. 2004. "Power and Potential: The Growing Electoral Clout of New Citizens," *Immigration Policy in Focus*, Vol. 3, Issue 4, October. Uses Census data from 1996 and 2000 election years to describe key characteristics of immigrant voters and groups in which immigrants are a large percentage of the population, such as Latinos and Asian/Pacific Islanders. New citizens drawn from these groups accounted for more than half of the net increase in persons registered to vote between 1996 and 2000. Clear charts portray rates of citizenship, voter registration, and voting by different groups; give data on 17 states where foreign-born citizens number 100,000 or more.
www.aifl.org.

Ramakrishnan, S. Karthick. 2005. *Democracy in Immigrant America: Changing Demographics and Political Participation*. Palo Alto, CA: Stanford University Press. Analyzes current national data to test applicability of traditional theories of political behavior to contemporary first- and second-generation immigrants. Assesses voting and other forms of political behavior among immigrants of different ethnic and socio-economic characteristics and operating in different contexts of political threat and institutional mobilization; also examines non-voting political behavior (e.g., signing petitions, attending meetings, contributing to political causes) across immigrant generations and ethnicities.

Rytina, Nancy F. 2006. *Estimates of the Legal Permanent Resident Population and Population Eligible to Naturalize in 2004*. Washington, D.C.: Department of Homeland Security Office of Immigration Statistics. Estimates that eight million LPRs were eligible to naturalize as of September 2004; provides tables by year admitted, country of birth, and state of residence.
www.dhs.gov/immigrationstatistics.

Stoll, Michael A. and Janelle S. Wong. 2003. *Civic Participation in a Multiracial and Multiethnic Context*. Los Angeles, CA: Center for the Study of Urban Poverty, University of California at Los Angeles. Finds that classic indicators of civic participation (socioeconomic status, political orientation, religiosity) have less predictive value in a multiracial urban context, where recent immigration, interracial ties, and other factors help explain differences in participation among Anglos, black, Latinos, and different Asian immigrant groups. Extensive bibliography.
www.sscnet.ucla.edu/issr/csup.

RACE, INTERETHNIC RELATIONS, & NATIVISM

Arab American Institute. 2002. *Healing the Nation: The Arab American Experience after September 11*. Washington, D.C.: Arab American Institute. Describes response of the Arab-American community to the September 11 attacks; examines backlash, civil rights issues, and efforts by Arab-Americans to educate and inform the larger community. www.aaiusa.org.

Bach, Robert. 1993. *Changing Relations: Newcomers and Established Residents in U.S. Communities*: A Report to the Ford Foundation by the National Board of the Changing Relations Project. New York, NY: Ford Foundation. Explores sources of conflict and strategies to promote positive interaction among longtime residents and newcomers of widely different cultures in variety of U.S. communities. Despite fragmentation generated by economic restructuring and new ethnic diversity, finds that many "community brokers," including teachers, clergy, and police, were able to forge ties and ease tensions. Recommendations based on study of four big-city neighborhoods (Chicago, Houston, Miami, and Philadelphia); suburban Monterey Park, California; and rural Garden City, Kansas. www.fordfound.org.

Blackwell, Angela Glover, Stewart Kwoh, and Manuel Pastor. 2002. *Searching for the Uncommon Common Ground: New Dimensions on Race in America.* New York, NY: W.W. Norton. Examines how changing demographics are affecting national debate on race in five key dimensions: the black-white paradigm versus multiculturalism; diversity versus racial and social justice; universal strategies versus strategies for a particular group; national versus local responsibility; and structural factors versus individual initiative. Recommends strategies to develop leaders with multiethnic, multiracial perspectives.

Foner, Nancy and George M. Frederickson, eds. 2004. *Not Just Black and White: Historical and Contemporary Perspectives on Immigration, Race, and Ethnicity in the United States.* New York, NY: Russell Sage Foundation. Analyses how different racial and ethnic groups have related to each other, both historically and today. Scholars trace the history of different perspectives of race and ethnicity, the shifting role of state policy, trends in intermarriage and residential segregation, and intergroup relations among Blacks, Asian-Americans, and Latinos.

Higham, John. 2002 rev. ed. *Strangers in the Land: Patterns of American Nativism, 1860-1925.* New Brunswick, N.J.: Rutgers University Press. Explains sources and impact of American nativism which flourished during the great cycle of immigration in the late nineteenth and early twentieth century. Higham's analysis of the different strains of nativism, from anti-foreign to anti-radical and anti-Catholic, is considered masterful and is relied on by scholars today.

Lee, Jennifer. 2002. *Civility in the City: Blacks, Jews, and Koreans in Urban America.* Boston, MA: Harvard University Press. Examining relationships among African-American, Jewish, and Korean merchants and their black customers in New York and Philadelphia, finds, contrary to frequent sensationalism of media coverage, that social order, routine, and civility are the

norm. Illustrates how everyday civility is negotiated and maintained in daily interactions between merchants and their customers.

Leadership Conference on Civil Rights Education Fund. 2004. *Cause for Concern: Hate Crimes in America.* Washington, D.C.: Leadership Conference on Civil Rights Education Fund. Documents causes and incidence of hate crimes in the United States, including backlash incidents after September 11; profiles six different major organized hate groups, including armed border vigilante groups, and examines effectiveness of federal and state law enforcement efforts. www.civilrights.org.

National Asian Pacific American Legal Consortium. 2002. *Hate Crimes Community Toolkit.* Washington, D.C.: National Asian Pacific American Legal Consortium. Provides information about hate crimes and how to report them; resource sheets include frequently asked questions; checklists for hate crime victims and community organizations; and information on working with law enforcement and the media. www.advancingequality.org.

National Council of La Raza. 2004. *Combating Anti-Immigrant Opportunism Post-September 11.* Washington, D.C. Examines anti-immigrant sentiment in the United States prior to September 11; analyzes history and goals of major restrictionist groups and examines how they have taken advantage of the terrorist attack to promote their anti-immigrant message. www.nclr.org.

Quiroz, Julie Teresa. 1995. *Together in Our Differences: How Newcomers and Established Residents are Rebuilding American Communities.* Washington, D.C.: National Immigration Forum. Profiles efforts to promote collaboration among established residents and new immigrants in 16 communities across the country; examples include initiatives to create affordable housing, promote economic development, improve family literacy, and engage in neighborhood and citywide advocacy. www.immigrationforum.org.

Smelser, Neil J., 2001. William Julius Wilson and Faith Mitchell, eds. *America Becoming: Racial Trends and Their Consequences.* Washington, D.C. National Academy Press. Synthesizes research on key contemporary race issues. In Volume 1, leading scholars address demographic changes, immigration trends, racial attitudes, racial and ethnic trends in education, and residential segregation; Volume 2 covers trends in the justice system, labor force and welfare, and health.

EQUAL TREATMENT & OPPORTUNITY

American Bar Association Commission on Immigration and Leadership Conference on Civil Rights Education Fund. 2004. *American Justice through Immigrants' Eyes.* Washington, D.C.: American Bar Association Commission on Immigration and Leadership Conference on Civil Rights Education Fund. Shows how sharp restrictions of 1996 immigration law have combined with post-September 11 law and policy changes to create a two-tiered system of justice that singles out immigrants for unequal treatment. Combines clear description of legal changes with stories of affected individuals; recommends steps to restore due process and fair treatment. www.abanet.org/publicserv/immigration.

De Souza Briggs, Xavier, ed. 2005. *The Geography of Opportunity: Race and Housing Choice in Metropolitan America.* Washington, D.C.: Brookings Institution. Shows how ambivalence towards new immigrants and racial minorities has resulted in residential segregation by race and income, and how this segregation undermines education and job prospects as well as health and safety. Outlines an agenda to expand opportunity and assesses viability of movement for regional solutions.

Human Rights Watch. 2004. *Blood, Sweat, and Fear: Workers' Rights in U.S. Meat and Poultry Plants*. New York, NY: Human Rights Watch. Documents critical hazards to worker health and safety in the U.S. meat and poultry industry, which increasingly relies on immigrant workers. Explains how government failure to regulate the industry violates international human rights and labor standards protections; recommends way that federal and state governments and meat and poultry companies can improve conditions and comply with international standards.

Jacobs, Lawrence and Theda Skocpol, eds. 2005. *Inequality and American Democracy: What We Know and What We Need to Learn*. New York, NY: Russell Sage Foundation. Examines how dramatic increase in economic inequality since the 1970s may have stalled or reversed gains toward U.S. ideals of participatory, responsive democracy. Scholars marshal evidence that economic inequality has diminished voice of middle and working class in politics, and reduced support for inclusive public policies, like the G.I. Bill and Social Security, that opened opportunities in the middle of the twentieth century.

Lawyers Committee for Human Rights. 2003. *Assessing the New Normal: Liberty and Security for the Post-September 11 United States*. Washington, D.C.: Lawyers Committee for Human Rights. Examines impact of post-September 11 policies on open government, personal privacy, and human rights, with special chapter describing impact on rights of immigrants, refugees, and minorities. www.humanrightsfirst.org.

Opportunity Agenda. 2006. *The State of Opportunity in America*. Washington, D.C.: The Opportunity Agenda. Finds that after five decades of progress in building a middle class, creating a safety net, and erecting legal protections against official segregation and overt exclusion of marginalized groups, opportunity in the U.S. is at risk. Clear charts and data measure progress along six interrelated dimensions: mobility, equality, participation in democracy, redemption/rehabilitation, community, and security. www.opportunityagenda.org.

Smith, Rebecca, Amy Sugimori, Luna Yasui, and Sarah Massey. 2002. *Low Pay, High Risk: State Models for Advancing Immigrant Workers' Rights*. New York, NY: National Employment Law Project. Shows how state laws and agency actions can advance the labor rights of immigrant workers; profiles selected local campaigns. Describes improved policies for language access, government benefits and services, confidentiality provisions, access to drivers' licenses, rights and remedies under labor and employment law, and access to workers' compensation. www.nelp.org.